DOCUMENT RESUME

ED 265 276 UD 024 678

TITLE	Oversight of the Federal Role in Education (Part II). Hearing before the Committee on Education and Labor, House of Representatives, Ninety-Ninth Congress, First Session (Los Angeles, CA, February 16, 1985).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	85
NOTE	389p.; Some pages may not reproduce well due to small or light print. For parts 1 and 3, see UD 024 677 and 679. Serial No. 99-3.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC16 Plus Postage.
DESCRIPTORS	Bilingual Education Programs; Dropouts; Early Childhood Education; Education; Educational Finance; *Educationally Disadvantaged; Educational Policy; Elementary Secondary Education; Federal Aid; *Federal Legislation; *Federal Programs; Federal State Relationship; *Government Role; Government School Relationship; Hearings; Migrant Education; Postsecondary Education; Student Financial Aid; *Urban Schools; Vocational Education
IDENTIFIERS	Arizona; *California; Congress 99th

ABSTRACT

This report of a regional hearing on education, held in Los Angeles, considers the Federal role in education, how education can be strengthened throughout the fabric of the national agenda, and how proposed Federal budget cuts will affect school programs and impact national problems. Testimony was heard from various individuals involved with education in California, as well as the Arizona superintendent of public instruction. Those testifying discussed issues of vocational training, disadvantaged students, urban schools, bilingual programs, migrant education, college student loans, post-secondary education, and other concerns with reference to proposed Federal cuts in educational spending. The long term and short term effects of these program cuts were considered. Included are the prepared testimony of the participants, letters, and other supplemental material presented for the consideration of the committee. (CG)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

OVERSIGHT OF THE FEDERAL ROLE IN EDUCATION
(Part II)

HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARING HELD IN LOS ANGELES, CA, ON
FEBRUARY 16, 1985

Serial No. 99-3

Printed for the use of the Committee on Education and Labor

U.S. GOVERNMENT PRINTING OFFICE
50-775 O WASHINGTON : 1985

50-775 O—85——1

COMMITTEE ON EDUCATION AND LABOR

AUGUSTUS F. HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
FREDERICK C. BOUCHER, Virginia
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
TERRY L. BRUCE, Illinois
STEPHEN J. SOLARZ, New York
MERVYN M. DYMALLY, California
DENNIS E. ECKART, Ohio
TIMOTHY J. PENNY, Minnesota
CHESTER G. ATKINS, Massachusetts

JAMES M. JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
ROD CHANDLER, Washington
THOMAS J. TAUKE, Iowa
JOHN R. McKERNAN, Jr., Maine
RICHARD K. ARMEY, Texas
HARRIS W. FAWELL, Illinois
PAUL B. HENRY, Michigan

4

5

CONTENTS

Page

Hearing held in Los Angeles, CA, on February 16, 1985 1

Statement of—

Alexander, Ted, president, Council of Black Administrators, Los Angeles Unified School District; John Mack, cochair, Black Leadership Coalition on Education, president, Los Angeles Urban League; Grace Foster, vice president for education, California Congress of Parents, Teachers and Students; Ruby Aguilar, executive director, Parents Involved in Community Action, Los Angeles; Alfred Moore, principal, 95th Street Preparatory School, Los Angeles; and Georgeann Tomsen, California State education director, League of Women Voters, a panel 129

Bradley, Hon. Tom, mayor, city of Los Angeles 6

Hahn, Kenneth, supervisor, Second District, Los Angeles, CA 4

Handler, Harry, superintendent, Los Angeles Unified School District; Rex Fortune, superintendent, Inglewood Unified School District; and Robert Wentz, superintendent, Clark County Schools 74

Johnson, Wayne, president, United Teachers of Los Angeles; Benjamin Tom, member, National School Boards Association, member, San Francisco Unified School District; Raoul Teilhet, president, California Federation of Teachers; Marilyn R. Bittle, president, California Teachers Association; and Lorenza Craig, president, California Association for Bilingual Education, a panel 107

Moore, Alfred, principal, 95th Street Preparatory School in Los Angeles 159

Reynolds, W. Ann, chancellor, California State University System, and Gerald C. Hayward, chancellor, California Community College System 15

Smith, Danielle, president, a community nonprofit organization 105

Tomsen, Georgeann, California State education director, League of Women Voters 164

Warner, Carolyn, superintendent of public instruction, Arizona State Department of Education; William Honig, California State superintendent of public instruction; Rita Walters, member, Board of Education, Los Angeles Unified School District, a panel 174

Prepared statements, letters, supplemental materials, etc.:

Aguilar, Ruby, Parents Involved in Community Action, Los Angeles, CA, prepared statement of, with attachments 148

Beeson, Chris, Patrick Guthrie, Kristina Johnson, Joseph Krovoza, Mary Lou Mobley, Students at Occidental College Concerned With Proposed Financial Aid Cuts, Los Angeles, CA, letter enclosing several case histories and petition 185

Boehrer, Jane M., food services director, San Diego Unified School District, San Diego, CA, written testimony of 276

Cooperman, Roslyn, education committee chair, Community Relations Conference of Southern California, testimony 379

Committee for Excellence and Equity in Education, statement of 365

Crist, William Dale, president California Faculty Association, statement of 335

Fortune, Rex, superintendent, Inglewood Unified School District, Inglewood, CA, prepared statement of 86

Fowles, S. Omowale, executive director, Organization of Health and Management Services, Inc., letter to Chairman Hawkins, dated February 16, 1985 enclosing a press release 375

Handler, Harry, superintendent, Los Angeles Unified School District, prepared statement of 78

Page

Prepared statements, letters, supplemental materials, etc.—Continued

Haynes, Carrie, management consultant, Council of Black Administrators, prepared statement of 367

Hayward, Gerald C., chancellor, California Community Colleges:

  Prepared statement of 22

  "Update of Community College Transfer Student Statistics," fall 1984 from California Postsecondary Education Commission 28

Honig, William, California State superintendent of public instruction, prepared statement of 181

Hurtado, Juan, Ph.D., field coordinator, National Origin Desegregation Center, Institute for Cultural Pluralism, San Diego State University, San Diego, CA:

  "On Overview of SB 813 Provisions on the Instructional Programs and Student Discipline: Equity Implications for Language Minority Students," article entitled 249

  Letter to Chairman Hawkins, dated March 7, 1985 247

Jaquez, Carole M., California Association of Compensatory Education, prepared statement of 351

Los Angeles NAACP, testimony of 353

Mack, John W., president, Los Angeles Urban League and cochairperson, Black Leadership Coalition on Education, prepared statement of 137

Matranga, Myrna, Ed.D., acting superintendent of public instruction, Department of Education, State of Nevada, letter to Chairman Hawkins, dated February 15, 1985 274

Quevedo, Jesus, on behalf of the State Migrant Parent Advisory Committee, Sacramento, CA, letter to Chairman Hawkins dated February 16, 1985 372

Richards, Curtis L., legislative director, California State Student Association, Long Beach, CA, letter to John Smith, dated February 25, 1985, enclosing a statement 342

Sanchez, Francisca, bilingual education administrator, East Side Union High School District, San Jose, CA, letter to Chairman Hawkins, dated February 14, 1985 374

Schaeffer, John, R., director, Migrant Education Office, California State Department of Education, Sacramento, CA:

  Letter from Ernest Maestras, supervisor, Migrant Education Program, Colorado Department of Education, dated February 11, 1985.. 332

  Letter from Gilbert Martinez, State chapter I/migrant director, State of New Mexico, dated February 8, 1985 331

  Letter from Jerry Ortega, State director, Migrant Education, Utah State Office of Education, dated February 7, 1985 330

  Letter to Chairman Hawkins, dated February 13, 1985, enclosing a booklet 279

Tom, Benjamin, member of San Francisco Board of Education, San Francisco Unified School District, prepared statement 112

Tomsen, Georgeann, California State education director, League of Women Voters:

  "Consolidated Education Position," article entitled 168

  Prepared statement of 166

Walsh, Lawrence, Garvey Education Association, Alhambra, CA, letter to Chairman Hawkins, dated February 20, 1985 273

Walters, Rita, member, Los Angeles City Board of Education, Los Angeles, CA:

  "Federal Education Budget Policy, 1980–84: Effects on the Great City Schools," booklet entitled 215

  Prepared statement 210

Warner, Carolyn, superintendent of public instruction, State of Arizona, prepared statement of 202

Wilson, Sallie L, CACE legislative chairperson, California Association of Compensatory Education, Salinas, CA, letter to Chairman Hawkins, dated February 16, 1985 373

OVERSIGHT ON THE FEDERAL ROLE IN EDUCATION

(Part II)

SATURDAY, FEBRUARY 16, 1985

House of Representatives,
Committee on Education and Labor,
Washington, DC.

The committee met, pursuant to call, at 9:07 a.m., at the Los Angeles County Board of Supervisors Hearing Room, Los Angeles, CA, Hon. Augustus F. Hawkins (chairman of the committee) presiding.

Members present: Representatives Hawkins, Kildee, Owens, Hayes, Dymally, and Goodling.

Staff present: John F. Jennings, counsel; John Smith, legislative analyst; and Richard DiEugenio, Republican senior legislative associate.

Chairman **Hawkins**. Ladies and gentlemen, if you would kindly be seated, I think the hearing will begin.

The Education and Labor Committee of the House of Representatives is called to order. This is the second of a series of regional hearings on education that this committee is holding throughout the country. Two days ago the committee was in New Orleans, LA, and at that time listened to witnesses from the 10 regional States of the Deep South from West Virginia to Texas. I think that the members of the committee were quite pleased with the manner in which the witnesses presented the subject from various points of view.

The subject of the hearing is the Federal role in education.

The purpose of hearings is rather obvious, first, to push education to the top of the national agenda so that it will stand out for immediate consideration.

And second, to listen to the witnesses, for the ways in which education can be strengthened throughout the fabric of the national agenda.

It is certainly the view of the chairman of the committee that we will not solve these problems of education our citizens by walking away from the challenge and not certainly by abdicating the Federal role in education.

So as we begin these hearings we have rather diligently looked at the current obsession in Congress over the question of budget deficits and we have tried to relate that problem to the problem of education.

We feel that the budget deficits are a serious problem but that education is not a part of the real causes of these Federal deficits.

7

It is for this reason that we feel that any reductions in education and any attempt to destroy Educational Programs is unfortunate because this will not in any way solve the problem of a balanced budget or reducing the deficits.

We have listened to the budget proposals of the administration and we view many of them with great concern and we feel that they must be faced in these hearings.

We have no objection to economizing or to providing an efficient program in education but at the same time we feel that the goals in education should be one of not only excellence but certainly one of good quality and equity as well.

We also view with some concern the proposals to freeze the items in the domestic budget including education, and we have called attention to the fact that a freeze is not a freeze but a cut and that these cuts should be considered on their merit and not as, at the present time, in the context of simply cutting programs in order to balance the budget which we think is a terrible mistake which is being made in the country today.

The Educational Programs that we have listened to thus far, early childhood development, remedial education, school lunches, vocational education, student aid, and so forth, have been discussed by the various witnesses. We view with some alarm the attempt to cut back on these programs for various reasons: One, since 1980 all of them have been severely cut.

Two, the cuts have not been justified by evidence before this or any other committee, in other words, good programs are being cut as well as some that possibly need some evaluation. But we feel they are not being eliminated on the basis of waste. If there was any fat in them that has been removed and we are now down to the bone.

We also have heard witnesses as to the fact that the programs that we are talking about are essential and necessary programs that have been documented as being the most successful ones. I have already said that this attempt to reduce the deficits does not address the causes of the deficits, and therefore, education should be looked upon as an investment and not as an added expense. Also, in the New Orleans hearing, I think it was well documented that the taxpayers are not being helped by this shift, tax shifting of responsibility from the Federal Government to State and local levels of government, and putting a lot of the cost on the parents, the students, private charities and on volunteers.

As we begin these hearings, the Chair would simply like to again remind us of the statement made by the late Robert Kennedy when he said, and I quote him,

> That the prosperity of a country depends not on the abundance of its revenues nor on the strength of its fortifications, nor on the beauty of its public buildings, but it consists in the number of its cultivated citizens, in its men and women of education, and enlightenment and character.

We believe that summarizes in a rather definitive way what we feel education is all about.

The Chair would like to identify the members of the committee who have, despite other obligations, joined us in these hearings around the country. We will have our next hearing in New York

City on the 19th, and other cities will be selected representing various regions of the country.

But beginning not on the basis of seniority but on the basis in which the members have been seated, on the far right is Representative Owens of the State of New York. To his immediate left is Mr. Goodling of Pennsylvania who is the ranking minority member of the committee and who is himself an educator.

On my left is Mr. Kildee of Michigan, who also happens to be an escapee from education. On my far left is the Honorable Charles Hayes of Illinois.

The hearing will then proceed. However, I would like to call on the ranking minority member at this time for remarks which we generally do. I yield to the ranking minority member so he can correct any of the impressions the Chair may have given you that he would like to correct or to advance some thoughts of his own.

Mr. Goodling.

Mr. GOODLING. There are a few advantages in being the ranking minority member. One is, even though you are outnumbered 4 to 1, you have an opportunity to make an opening statement.

I would like to say that I am very happy to be out here with the chairman listening to what you have to say about the problems of education and what you think some of the solutions may be. I happen to think that on the Federal level we have two major responsibilities when dealing with public education and with education in general. Equal access is our major responsibility so that all people can have a decent education no matter who they are, or where they may live or what their names may be.

And that is, of course, why we strongly support programs like Chapter 1 and Head Start. I have been trying to get that name changed. I haven't been successful yet, because I think Head Start is not the name that should go with that program. We are trying to give them an even start, not a head start. That is why we are so involved with handicapped, Chapter I, child nutrition, Job Corps, migrant education. Those are responsibilities that I think we definitely have on the Federal level and we should support them.

I happen to live for the day when I hope we will have additional money that we can expend on an expanded program that I started many years ago with Federal dollars when I was a superintendent of schools—that was working with 3- and 4-year-olds in their home so we could work not only with the child but with the parent so we were truly giving them an even start when they got to kindergarten and first grade.

The second responsibility I think we have is in the area of research so that we can encourage new ways to approach this business of giving the best possible education to our people. We tried, in the last vo-ed bill for instance, to make some changes. We spent many years on access and that was important. Recently, we attempted to make it "access to excellence." Unfortunately, with all the pressure groups that were there, we couldn't make very many changes.

We did make some, I think, that will update vo-ed and bring it into the century in which we live.

I want to apologize for some of the statements that members of my administration make from time to time, even though there may be some truth in some of the things they say. Oftentimes it would be better if they swallowed what it was they said, but you know that is something that is typical of every administration that comes to Washington, as well as in the Congress of the United States. Unfortunately, I sometimes made comments as a teacher sometimes that hurt children, which would have been better if I had swallowed the words. When I became administrator, I heard a lot of teachers sometimes make statements to children that would have better not been said.

It didn't help. So I apologize for those types of comments.

On the other hand, since my colleagues and those who testify will talk about the sins of the administration, I should point out that this President has used the pulpit in the White House to tell the world not to take education for granted. He and Lyndon Johnson are the only two in my lifetime who have done that. If it were not for that, we would still be going on with propositions 13, 10, 2.5, and everything else rather than new bond issues by the States, new tax dollars, emphasis on improved education, excellence in education, and that includes teachers and students, and so on.

So I think, apologizing on one hand, I want to give this administration some credit for making the public understand that they should stop taking education and educators for granted.

I would point out that in serving on the Budget Committee my hope is to protect education and nutrition so that it doesn't get any unfair treatment and so that, as a matter of fact, as the chairman says, it is one of our top priorities when we consider budget priorities.

I thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you.

Does any other member of the committee have any expressions at this time?

If not, we shall proceed to the first witnesses.

The person who did the most in arranging this hearing in Los Angeles and providing facilities in which we are now meeting is the honorable supervisor of the second district, Hon. Kenneth Hahn. At this time I would like to call on Kenneth, a lifetime friend of mine, to welcome the committee and to make other expressions as he sees fit.

I think Mr. Hayes is occupying your seat today, Kenneth. It is a good seat. And he pledges to leave it in good shape.

Mr. **Hayes**. I like what he said, just for today.

Chairman **Hawkins**. Thank you, Mr. Hahn, for all your help in arranging this hearing.

STATEMENT OF KENNETH HAHN, SUPERVISOR, SECOND DISTRICT, LOS ANGELES, CA

Mr. **Hahn**. Mr. Chairman, and members of this most important committee of the House of Representatives, this is a first for our distinguished statesman of California to have his hearing as the new chairman of this very important committee and the people of California have been honored that you have been selected as the chairman of the most important Committee on Education in the

House and that you are holding this hearing on the west coast here in Los Angeles. The courtesies of the county are here for you.

But I know you will hear many words of wisdom from statesmen and educators and citizens at large and you will forget many of them as I do when I hear testimonies at the local level for a long period of time. But one thing I would like you to—two or three things I would like you to remember for me is this, that as you will hear it everywhere else—because I too have my masters in education and I, too, taught at Pepperdine College before I entered public service—I think what we need to do for the inner city—and I represent the inner city—is to reevaluate our curriculum to see that it meets the criteria of the 1980's.

Are we teaching and motivating and encouraging young people to stay in school? One of the most shocking indictments process is to have the dropouts. In certain of our high schools in the inner city, one is the high schools I graduated from, I graduated from Freemont High School here in Los Angeles, and another school, Thomas Jefferson, very distinguished high school, they made recent surveys of as high as 40 percent of the students that enter do not graduate. They drop out. The high absentee rate in the schools—and I visited these schools and went into the classrooms and taught some classes there—absentee rates on Mondays and Fridays, the dropouts, then the vocational training, equipment, some equipment has not been changed for many, many years, so I would hope this committee, Mr. Chairman, evaluates by inventory the date and year of the manufacture of the equipment that is available to the students in the learning process.

The equipment in these shops in the schools, vocational training shops, auto shops, old equipment—or are they new and modern to compete with the dynamic space and computer age? Certain of our schools have been hit with severe budget requirements but I think we have been damaged by the dope dealers and narcotics traffic, in certain of our areas.

We have problems of the inner city disadvantaged but we can overcome these if we have the total revenues and influence of the Federal Government and local government to concentrate on this. I think this committee is probably the most important committee second to our Armed Forces committees to protect our country; and the second is education and labor to promote the general welfare.

Both of these statements come from our Constitution and Declaration of Independence, to provide for the common defense and then to promote the general welfare.

And the schools and good teachers and priorities and respect for our educational process, including the salaries of our teachers and their tools to do their work will ensure a strong America. I think it is that simple.

I thank you, Mr. Chairman, for coming to Los Angeles. It is an honor and privilege that you are here with your distinguished committee from across America and I do say this, and Mayor Tom Bradley and I both have thought of this that we knew you were coming so we both planned to have special good weather for you while you were here.

I represent the chamber of commerce, too. As I say, the good weather for you from New York and Illinois and Pennsylvania and Michigan and Pennsylvania, so we are delighted you are here.

Chairman **Hawkins**. Thank you, Supervisor.

The next witness is Hon. Tom Bradley, mayor of the city of Los Angeles. Since the mayor yielded time to you, he said be sure Kenneth goes before I do, so you put him on the spot.

Mr. **Hahn**. I told you I wanted him to go first.

Chairman **Hawkins**. I know you did, but he was the last one to speak to me.

Mr. Mayor, we welcome you. It is a delight to have you. In the city of New Orleans we were welcomed by Mayor William Morial, whom you know very well and he spoke not only as mayor of the city but for the Conference of Mayors throughout the country. So in a sense you were represented, also, in our New Orleans hearings. It is a delight to have you before the committee.

STATEMENT OF HON. TOM BRADLEY, MAYOR, CITY OF LOS ANGELES

Mr. **Bradley**. Thank you, Mr. Chairman.

You note Kenny Hahn and I this morning had our first disagreement, he wanted me to go first, and I said, no, Kenny, this is your building, and you arranged all these accommodations, you must go first.

Mr. **Hahn**. That is the first disagreement in 37 years.

Mr. **Bradley**. Thank you. That is right.

Chairman **Hawkins**. When we arrived the building was locked up, so—I don't know who was responsible for that.

Mr. **Bradley**. Now, you understand the wisdom of my selection of the first speaker.

Mr. Chairman and members of the committee, we are delighted to welcome you to Los Angeles. These are important hearings, and Kenny has placed this in the context of second only to the defense of the country, that education is next. I don't believe that that is necessarily true. I don't know how we can separate our support of defense as opposed to education because if we don't produce a standard of excellence in our schools and the best students possible reaching their maximum potential we are not going to be able to feed that military with the kind of skills, the kind of brains and knowledge that they are going to need if they are to deal with the highly technological kinds of operations that we must engage in today.

So I believe that both share an equal importance in my eyes. I know this committee and the Members of the Congress are wrestling with budget issues right now in the context of diminishing resources, inadequate revenues to deal with the tremendous budget deficit. We who represent the people throughout our cities and counties of this Nation have not said we want it all.

We have said that we are prepared to take our fair share of sacrifices in order that you may be able to deal with that budget deficit and to spread the revenues to cover the many needs that this Nation has. I repeat that today. We, our friends, we are committed to cutting in any way we can to assist you in meeting the need for a reduced budget deficit. It is not just critical this year but to the future.

So I compliment you for what you are doing and the fact that you are taking these hearings to various parts of the country to hear input from local communities. I am sure you will hear a great deal in this room today.

I have been concerned about the course of the National Government which seems to be suggesting we ought to be shrinking involvement of the National Government with all its resources, with its tremendous capabilities to collect the taxes of this nation, and theoretically at least to then disseminate those resources where they are most needed and where you can most efficiently and effectively provide the assistance where local communities simply cannot take care of themselves.

I think it would be a tragedy if we retreated from that concept and said we will give all the problems back to the local communities and let them deal with it, get the Federal Government out of all of this.

I don't want that kind of retreat to occur because I know the tragedy that will happen should this be the decision that is made.

I believe we are dealing both with an attitude about what the role of the Federal Government is, and a commitment to provide the resources to deal with those problems. I was alarmed as were a number of other people about statements made by the Secretary of Education with regard to loans for college students. I think it was a cavalier kind of attitude in dealing with a critical issue. There are thousands of young people in this country today who are going to be denied their right in education in college if the plan that has been offered goes forward. I think it was a courageous action on the part of the administration of the College of the Pacific when they disinvited the Secretary of Education just to reemphasize their point that they could not honor the man who felt that negativley about the very institution over which he had responsibility.

So instead of having him speak and giving him an honorary degree they have chosen at their commencement that it will be somebody else, not the Secretary of Education.

I think the time has come for this Nation to stop failing its schools. There has been no shortage of commission reports and studies over the last few years and they have been decrying the problems with our schools. The time has come for us to candidly admit that for too long this Nation has neglected its public schools.

As a people we have not given those entrusted with the education of our children the cooperation and resources essential to educational excellence. Too often the rhetoric of reform has not been accompanied by the necessary resources. Now is the time for us to devote our efforts and our resources and to demand nothing less than the finest from public education.

Rather we must increase our investment in educational excellence. The strength of our Nation will be determined by the maximum commitment, the cultivation of our greatest resources, our children.

To the extent that we stunt the education, the development of these young minds, we will stifle the ability of this Nation to continue to grow in strength, power, influence, and intellect.

As mayor of Los Angeles, I have experienced in the entire spectrum of problems, the problems facing our schools. Though the city does not have direct jurisdiction over the schools because it is a separate governmental agency in this community, I believe, had and always have, you can not separate what happens in our schools from what happens on our streets and in our buildings and our businesses and our institutions.

So I have from the time of my election worked closely with the board of education to help them wherever I could to plead for them whether in Washington or Sacramento whenever there was a need.

We must direct our renewed commitment to education along fresh new paths. We must look beyond the traditional litany of solutions to other innovative ideas that have been all but ignored. Many of these do not require additional money. But for those that do, we should be prepared to provide the resources that are necessary. We should begin by finding fresh ways to increase parent' involvement in the education of their children. It is time that parents carry part of the heavy load that has been thrust upon educators.

Although many have cried for discipline in the classrooms, few have sought discipline in the home. Yet study after study has demonstrated that parental involvement is one of the most significant factors contributing to good academic performance. The parents of today's students must see that education is a cooperative effort: teachers, administrators, parents, and students all working together. So let's stop coddling those parents who believe that schools are just substitutes for babysitters. These parents are flunking their responsibilities, to their schools and to their children and they should be made to see that. Now is the time to help this generation of youngsters become better parents.

Let's start increasing involvement by handing out report cards on parents. Teachers could use an extra space on the child's report card to grade parents on whether their child was in school, on time, and ready to learn. And if kids must be assigned homework, the parents should see that the homework is done. Such a report card would remind parents that teachers and school administrators cannot do the job alone.

Parental involvement is especially important when children are just beginning school and building the foundation for their education. So when someone asks, "Why can't Johnny Junior read?" we should ask in return "What is Johnny Senior doing about it?"

And to guarantee that every child gets off to a running start in school, we should make sure that students can read at an early age. The key to success in high school or college or in later life in the younger work force is that fundamental learning, their ability to read, that they must get at the very earliest stages of their elementary training.

In Los Angeles schools, many first- and second-graders are held back—and some parents think that is the worst medicine, but it is the best thing we can do. We have to impress the school and the parents if they don't get the foundation at the beginning nothing else will work at the 11th or 12th grade if they make it that far.

In turn, the children's self-esteem will be increased, and many later disciplinary problems will simply disappear. What is more, the crime rate will fall as the developmental reading program reduces the dropout rate.

The dropout problem must also be attacked with innovative remedies. If we don't do something about the dropout epidemic, by the year 2000, more than 4.5 million minority students across this country will leave school before they graduate. For the rest of their lives, these dropouts will be dogged by the society as failures. The prospects for social and economic failure are predictable. Failure will be our failure as a Nation.

The complete solution to the dropout problem would require intensive parental and community involvement, and we are working on that in Los Angeles. But here is a place to be innovative. Given the tremendous social costs of dropping out of school, maybe we should ask if money would be saved over the long haul if we gave students a learning bonus for staying in school and making decent grades?

Along with parents, students and teachers, Government must do its part. In today's political climate, it is fashionable to argue that throwing money at a problem won't solve anything. In principle, of course, this is correct: more money is not the only solution.

I suppose everyone knows that I am the author of the doctrine I call "Enlightened Stinginess." That is the way I balance my budget every year. We should never forget that the first enemy of educational excellence is unenlightened stinginess. Federal aid has been critical to public education and that must, must continue.

It is beyond dispute that the years of Federal support for education have narrowed the gap between rich and poor in this country. Specifically, numerous studies have demonstrated that the difference in reading skills between young black students and their white classmates is becoming smaller because of federally-supported programs such as Head Start—or Even Start—and Title One.

Most education experts agree the recent upturn in test scores is due to the significant Federal investment in education made in the mid-1970's. The recent successes are attributable to resources and commitment, not to political preaching about cosmetic solutions such as merit pay.

The prescription for the future is simple and direct: Let's not shortchange America's youth with a penny-pinching attitude, particularly at a time when we must increase our financial commitment to education.

At the same time the administration has been talking more—and doing less—about education than any other administration in recent memory, the budget cutters have taken their axes to Federal job training programs.

Mr. Chairman, I know you have rightly made job training one of your top priorities. Unfortunately, David Stockman does not share your views with respect to this matter. Indeed, the administration is seeking to totally dismantle such job training programs as the Work Incentive Program for AFDC recipients; the Trade Adjustment Assistance Program for workers displaced by foreign competition; and the Targeted Jobs Tax Credit Program.

At the same time, programs for economically disadvantaged youth—the Job Corps and the Summer Youth Program—would bear the brunt of the reductions in the Department of Labor's budget.

The administration's proposed cuts are significant in themselves, but they are even more startling when you consider that—even before this year—job training programs have been cut to the bone. In Los Angeles, for example, our Federal job training funds have been cut 75 percent over the last 4 years. We have already been forced to significantly curtail many highly successful jobs programs. In one of our programs, almost half of the enrollees are welfare recipients. After job training that cost only $4,000 a person, almost all of these welfare recipients found gainful employment. The small investment in job training has prepared these workers to be not just workers but taxpayers. This has been paid for many times over by reduced welfare costs and by tax input.

To cut back on these job programs, as the administration proposes to do, is callous, unfair, and fiscally unsound. I join with Chairman Gus Hawkins in what I am sure will be a formidable effort to fight these kinds of cuts.

Mr. Chairman, members of the committee, thank you very much.

Chairman HAWKINS. Well, thank you, Mayor Bradley, for a very thoughtful statement.

I have no questions, I would just like to make one brief comment. In New Orleans I think Mayor Morial with his not only executive and administrative ability but his great judicial background made this comment which I think you touched on very well. We had been discussing obviously the levels of funding from the Federal Government and the direction it should take and in what programs but he made this statement which I think made the basis of much of the media comment. I quote him: "They are not only eliminating programs, but targeting the public school system for annihilation as well."

I think sometimes in these hearings we obviously discuss the nature of what the programs should be but behind it all is this fear that while some of us felt we had a great victory when the President announced that the Department of Education would be retained, but this statement, his assurance to us, did not contain the assurance really that the programs in that Department will be retained and that currently the threat is that one by one these programs will be reduced and then cut out and then eventually we will have nothing but a symbol left and the Federal Government itself will abdicate completely its responsibility leaving it to the local governments to assume that responsibility.

So it seems to me that is the tremendous threat. You did touch on it and I think you indicated it would be a disaster if we in the field of education rely completely on the State government and on the local governments and on private charities and others to assume this load.

I think that was the essence of your statement. Am I correct in assuming that?

Mr. BRADLEY. Yes, Mr. Chairman. As much as we may think let's have local communities assume that responsibility, in many cases they don't have the capacity because of a lack of resources. More importantly, in many places they don't have the will to do it and this is such a national responsibility in my judgment that I cannot imagine this Nation retreating from what I see as a fundamental role in supporting the standards of excellence in education all over the country.

Chairman HAWKINS. Thank you very much for a fine statement. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I, too, don't have any questions, just one or two comments. I agree with practically everything you say in your testimony. I was smiling when you were talking about a report card for parents because I thought teachers probably wouldn't allow that because as teachers we were also parents and then we would have to read the report card that someone else gave as a parent and we may not like that much.

Just to briefly comment on two areas. In relation to job training, I am sure we will all fight to be sure it continues. I have had an opportunity which, unfortunately, not many of my colleagues or people in the administration have had and that is to spend time in Job Corps training centers. I have discovered how much the progam means to them—just the self-esteem that you talk about—as being so vital to those young people. It is a choice between $45 to $65 thousand a year to keep them in an institution or to spend a one-time amount of less than $10 thousand to turn them into productive citizens.

I have the feeling most of them will be productive citizens.

With respect to higher education, Senator Stafford has already said that they will be taking care of that on the Senate side and the end result will not be the proposals currently in the news. I think you can, in your position, realize that when you present a budget, of course, if you want the budget frozen you have to present a budget with cuts; and, if you want a budget slightly increased, you have to present it as a freeze because you know what is going to happen when the Congress gets a hold of the budget.

I have to say that we have gone from $13 to $18 billion for education during the last 4 years; someone would say, well, with inflation that isn't much. Well, I am here to say the previous administration didn't do better—in fact, they did worse. They increased spending perhaps more, but inflation was so high that it canceled all that out.

So I am just merely here to assure you that, as you know, the President proposes and Congress disposes. I think we will come up with education and nutrition doing well—as far as our priorities are concerned—in some very difficult times.

Thank you very much for testifying this morning.

Mr. BRADLEY. We believe that, that is why we are here. We are counting on you.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

Thank you, Your Honor, for your testimony. Flint, MI, several years ago sent our Urban League Director John Mack to be your director here. We miss him sorely but we know he is doing a good job for you.

John and I have marched together and socialized and worked together in Flint and I appreciate your giving him my good words of greeting.

Mr. Bradley. I will see him in church tomorrow morning on a program celebrating——

Mr. Hahn. He is here right now.

Mr. Bradley. Oh, great.

I made a note already to say to John tomorrow, I met your Congressman from Flint who wanted me to say hello for him. You can do it directly.

Mr. Kildee. Very good, John. Welcome here.

Chairman Hawkins. You can still go to church, though.

Mr. Hahn. I have never been at a congressional hearing in my life where there is so much good humor.

Mr. Kildee. We are a humorous committee, you see; there is not much to laugh at this year, I will tell you that.

What the President is really proposing for education, of course, is we are spending about $18.4 billion for education in the present fiscal year, and he is proposing we cut that to $15.5 billion. That is a Draconian cut. What really bothers me is that he is taking that money from education to finance the Pentagon budget. That really bothers me a great deal.

I think we all believe in a first-class defense, as you pointed out here, but part of our defense is an educated people.

Mr. Bradley. That is true.

Mr. Hahn. I agree.

Mr. Kildee. To destroy our educational system, we won't have a lot to defend, really.

I have always said and I have said it many times and people grown, I always say David Stockman knows the price of everything and the value of nothing. That is really important. I think we have to point out the value of these programs. I think that that is why Mr. Hawkins' is having these hearings, so that people like yourself can let us know what the value of these programs are to your community and they are extremely important.

The President has indicated that he will keep the Department of Education, but he intends to eliminate programs. Before, I thought he would eliminate the Department and keep the programs, but he turned things around.

I think we have a real struggle this year. I want to say one other thing because I know we want to hear the other witnesses.

We all believe government has to be very frugal and stingy—I like your word—an enlightened stinginess. I like that term. Like we do in our own households.

But we have to set our values, our value system, and from the President's point of view probably the greatest achievement that was made in 1981 was not so much the budget cuts, the Reconciliation Act of 1981, which I voted against, but the tax cut because I think that his strategy—I am not talking about Republican or Democrat because we have great friends of education on both sides of the aisle there in Washington and Bill Goodling is certainly an example of that.

But I think from the President's point of view, and Mr. Stockman's point of view, that tax cut in 1981 put us in a position where we are today, the deficits are so enormous that they are presenting us almost a fait accompli as to trying to reduce the deficits.

What we have to do though is reorder our priorities and make sure that education has a very, very high priority. That is what we hope to do. I can find some other areas of government that I don't think are quite that high a priority, or that they have to spend that much this year, they can spread it out.

But I appreciate your testimony and I think that you have set a good example of how the mayor of a city which does not have, as my city does, direct control over the board of education, recognizes that the success of delivering educational services really leads to the success of the city.

I appreciate your testimony. Thank you.

Chairman **Hawkins**. Mr. Owens.

Mr. **Owens**. Yes, I just have one question, Mayor Bradley.

You mentioned in your testimony something which implied that you were going to or were giving priority to increased parental and community involvement. My question is, what can the city of Los Angeles or you as chief executive for the city do so that you have no direct responsibility for education and the funds thereof. What sources of funds would you use to do something like this?

There are cuts in other areas that impact the city government. Do you propose some program which will be primarily volunteers? Will the private sector be involved or could you elaborate on that?

Mr. **Bradley**. When I spoke of many changes not needing money, this is one. Parents can become involved in their schools, not just taking their children to and from school but remaining in those classrooms with them. We are doing some of that in the LA Unified School District already. I want to encourage that and increase it. I have forgotten the date, but within the next few days I will be testifying before the LA Unified School District Board to talk about some of these issues.

Dr. Handler and I have discussed some of them. We generally have agreed on this kind of approach and I think that we need to intensify our public education program so that the parents realize there is a role, there is a responsibility for them and that we encourage them to serve as monitors to and from school, to prevent those hoodlums who are outside the school grounds from interfering with or influencing those youngsters on campus.

We think that that can be effective.

Mr. **Owens**. Thank you.

Chairman **Hawkins**. Thank you.

Mr. Hayes.

Mr. **Hayes**. Thank you, Mr. Chairman.

I, too, don't have a question. I do want to make a rather short statement.

I want to say to the mayor that we in Chicago have not yet relinquished our second spot to Los Angeles. I think the mayor, Mayor Washington, whom you know well, has not agreed that Chicago is No. 3 in position. We have some question with the manner in which the Census Department counts people. Much of the counting is done by phone and many of our inhabitants in South Chicago don't have phones so therefore they don't exist.

But as we proceed in the weeks and months ahead in a more serious vein to defend and protect and preserve, as well as support our Nation and its public educational system, we in government, particularly those in the House of Representatives of which I am a part, welcome coalescence with you and others in municipal and State government so that the poor, the disadvantaged, black, brown, and white, will not become misfits in our society.

As we proceed to write and put together what is the best prescription for our democratic system, we will certainly look upon your statement here this morning as focusing in the right direction.

I shall study it and pass it on to others.

But keep in mind that for the next few years this is going to be probably the roughest year we have faced in many, many years. Part of it emanates from the State of California, your No. 1 citizen who is out here now, the direction he is going certainly needs to be checked and some balance for those people who have-not.

God knows I want to express my appreciation to you and others who think like you, but warn you that as—there is a lot of truism in the statement that was made by the past president of this nation, the world will little note nor long remember what we say here but it can never forget what we do here.

I think you know who I am talking about.

Chairman HAWKINS. Mr. Goodling wanted to make a statement.

Mr. GOODLING. A great statement by a great Republican.

Mr. HAYES. I didn't want to say that.

Mr. GOODLING. I thought in Cook County sometimes they count 3 and 4 and 5 times depending what it is that is going on. I was surprised to hear you say that.

Mr. HAYES. It is for census purposes, though.

Mr. GOODLING. I did want to make two quick observations. I happen to think that it is wrong for the university to disinvite the Secretary simply. I think it was right to say he will not get a degree, but I think it was wrong to disinvite him. My policy has been, if you can get whoever you think your adversary is into your den, you can enlighten him.

I have done that often by going down into the den in the White House, so I think that may have been a mistake on their part.

But what I did want to remind—or say to you is that when we were in New Orleans earlier this week, the Committee heard testimony on some fabulous program going on at the present time in relationship to dropouts, so you might want to contact Mayor Morial. He testified, as well as several other people and I believe, if I remember correctly, that they have been able to graduate 85 percent of the people they now bring into this preventive dropout program. I think they bring psychologists and teachers and have many specialists working together so it might be something that the mayor of New Orleans may have that would help you.

Mr. BRADLEY. Thank you.

Mr. GOODLING. Thank you.

Chairman HAWKINS. Thank you.

Mr. Mayor, I think the comments from the Members indicate the manner in which your statement has been so well received. You seem to bring out the best in all of us. It has been a fine message and we appreciate your appearance before this committee.

Mr. BRADLEY. Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you.

The next witnesses will consist of Dr. Ann Reynolds, chancellor of the California State University system, and Gerald C. Hayward, chancellor, California Community College system.

Would those witnesses kindly come forward.

Dr. Reynolds, we'll hear from you first.

STATEMENT OF W. ANN REYNOLDS, CHANCELLOR, CALIFORNIA STATE UNIVERSITY SYSTEM; AND GERALD C. HAYWARD, CHANCELLOR, CALIFORNIA COMMUNITY COLLEGE SYSTEM

Ms. **Reynolds**. I would like to say that Mayor Bradley's statement was so excellent I hope he can clear his schedule for commencement addresses and honorary degrees at various institutions around the Nation this spring.

Congressman Hawkins, members of the committee, I am pleased to be here today to provide testimony regarding the national agenda for education.

If there is but one point I should make today, it is that our society is dependent upon the full access of all its citizens to education including higher education. Unfortunately, despite progress made in the late 1960's and early 1970's, it appears that much more needs to be done if all are to share equally in educational opportunities.

We are acutely aware of the challenge here in California. California's demography is changing perhaps faster than any other State in the Nation.

By the year 2000 about 45 percent of this States population will be composed of ethnic groups other than white. Our school age population by then will doubtless be more than 50 percent nonwhite—as indeed it is currently in large school districts, such as that of Los Angeles.

I am pleased to report that in the California State University—a system of 19 universities throughout the State of 216,000 students—in fall 1983 there were some 25,000 Hispanic students and about 17,000 black students enrolled, together with large numbers of Asians and other minorities. But these numbers are short of our goal to have a student body which is generally reflective of the population as a whole.

The California State University is a relatively selective institution in that we admit, with some exceptions, those students who place within the top one-third of high school graduates or who successfully complete a community college program.

Unfortunately, a recent study has disclosed that far too few blacks and Hispanics have the necessary high school grades and test scores to be eligible for admission as freshmen. Some 33.5 percent of white high school graduates are eligible; 10.1 percent of blacks; 15.3 percent of Hispanics; and 49 percent of Asians.

While CSU does very well in recruiting academically eligible minority students, much needs to be done to improve black and Hispanic high school preparation. This fact, coupled with the high dropout rate for minorities, particularly Hispanic and poor students in high school, is an issue of major public policy concern.

You will be having State Superintendent Honig, Los Angeles City Unified Superintendent Harry Handler and Mr. Hayward to my left. Incidentally, I have never before in higher education worked with such dedicated colleagues on issues of mutual interest. These are truly superb administrators. They will be describing major steps being taken in California toward curricular and other reforms and how they will address improving retention and preparation of students in K-12.

There are, in addition, actions which higher education can take and which can be assisted by the Federal Government.

First of all, retraining of teachers is critical. We need support not only at the State and local level, but at the Federal level for summer institutes and other means of improving teachers' skills and knowledge.

In California, we have major State-supported initiatives in in-service training in writing and mathematics. The recently funded program to improve mathematics and science teaching instruction as a part of the Education for Economic Security Act will assist greatly in this regard.

Second, teachers in the schools, working with those of us in higher education, should be encouraged to insist on high performance standards and to regard college as a possibility for all of their students, whether in the inner city or affluent suburb.

Third, higher education can assist in recruiting able students to teaching. Unlike many States, California's school population is increasing at the elementary level. And this occurs at the time when many existing teachers will be retiring. We estimate the need for at least 11,000 K-12 teachers by the beginning of the next decade.

We in CSU, for example, are particularly concerned about recruiting more minority students into teaching and in familiarizing teacher candidates with educational issues in multicultural settings. Federal scholarships and loan programs designed to attract students to teaching are urgently needed, as are funds to support research on effective techniques and on their demonstration and dissemination.

Fourth, we should be concerned not only with assuring that minority students have access to college, but that they remain in college to earn a degree. For example, the graduation rate for black and Hispanic minorities who enter CSU is not that of whites and that must be corrected.

The reasons are not difficult to discover. Many minority students entering our campuses are seriously underprepared for college-level work. Among the 1983-84 entering students who could not demonstrate competence in writing in the CSU, some 54 percent were from ethnic minorities; 40 percent of those failing to demonstrate competence in math were from ethnic minorities.

The CSU and other California colleges and universities are working in partnership with K-12 to change directions for minority students. We have mounted a wide variety of efforts such as some I will mention here.

First, distribution of copies of the booklet, "Futures—Making High School Count," to all California eighth graders to inform them of high school courses needed for college preparation.

Second, the State, with the leadership of Assemblywoman Teresa Hughes, has provided $1 million for the California Academic Partnership Program which supports school/college programs to strengthen the college preparatory curriculum.

Third, the CSU has joined with the Los Angeles Unified School District in the Step to College Program which enables promising minority high school juniors and seniors to take a course at nearby CSU campuses, thus encouraging them to aspire to higher education.

Seeking a more long-range solution, the CSU has joined with the Far Western Regional Laboratory in a proposal to NIE for a regional laboratory with a major emphasis on research on improvement of learning for minority students in K-12 and for assuring success in the critical transition points throughout the K-12 process that will lead to access and success in college. I urge you to support these efforts at the Federal level.

Fifth, it is essential that we be able to provide sufficient financial aid to our needy students so that they may attend a community college or university. The administration's recent budget proposals are particularly discouraging since they lead to contraction rather than expansion.

While I share the concern of many Americans regarding the mounting Federal deficits, limiting the abilities of our young people to attend college can but lead to even worse economic consequences in the future.

This year, nearly 50,000 CSU students received Pell grants, with more than half going to ethnic minorities. We are convinced that actions should be taken to improve the program's effectiveness.

We are appreciative of the fact that Congress did increase the maximum Pell grant from $1,900 to $2,100 and the cost of attendance percentage from 50 percent to 60 percent, effective in 1985-86, providing each of our neediest Pell grant recipients with an additional $250. But the maximum grant next year will cover only about 40 percent of the total educational costs for our commuting students.

We recommend, therefore, that at a minimum, the maximum grant be increased to $2,600 and the cost of attendance percentage to 70 percent.

For example, 15,000 CSU students will have some portion of their financial aid assistance reduced under the administration's proposals resulting in a loss of up to $25 million. In light of recent statements attributed to the Secretary for Education about students receiving financial aid having discretionary income, you may wish to know that two-thirds of CSU students receiving financial aid are from families with incomes of $12,000 or less.

We are also concerned about the $1,100 cost of attendance allowance for commuting students. This fund rationing allowance, which has not been increased since the inception of the Basic Educational Opportunity Program back in 1973, discriminates against the very students the Pell grant program was intended to aid.

We urge that it be eliminated. In its stead, we recommend adoption of campus-developed student expense budgets which provide a realistic reflection of actual costs incurred.

Moving from the issue of access, let me briefly make some observations relevant to reauthorization of the Higher Education Act of 1965.

Programs in the Higher Education Act such as facilities improvement, college work study, and the fund for improvement of postsecondary education seek to assure the quality of education for students once they enter and should be continued.

FIPSE has been an important stimulus to faculty and curriculum development in the CSU. We are deeply concerned about the proposed elimination of fiscal support to it.

The Urban Grant University Program, which is in the act but has not yet been funded, should be continued and funded.

While many of CSU's concerns focus on problems associated with urban centers and the campuses that serve them, we do not overlook our responsibilities to serve the agricultural economy and more rural areas of the State.

Four CSU campuses—Chico, Fresno, Pomona, and San Luis Obispo—enroll 7,500 undergraduate and graduate students in agriculture. This number represents two-thirds of all students enrolled in agriculture in California, yet Federal funds to develop agricultural programs are directed exclusively to land grant institutions.

So, as a result, our institutions receive no aid. Appropriation based on program size and need would assure benefit for those institutions such as CSU which provide critical services to the State and the Nation.

CSU campuses are also eager to serve national needs for education on military bases. There are 109 military bases in California with more than 200,000 persons on active duty. A large number of the enlisted personnel lack a baccalaureate degree.

It is evident that there are pressing needs to provide educational opportunity for higher education to this group as well.

Clearly the theme of my remarks is a request for your support to enable higher education to provide the benefits of higher education to as many as can benefit from its opportunities, to assure that education is of high quality, and by doing so, to serve the needs of this State and the Nation.

I call not for major, new programs, but for improvement and expansion of proven Federal initiatives, especially those which will improve access and program completion rates for our diverse and stimulating California populace.

We must make oustanding education an all-university resolve. We are determined to do so. We are committed to these goals.

But to achieve them, we need continuing financial assistance for our students and programs. Our young minds, our national resource, must be treated as such.

Thank you.

Chairman HAWKINS. Thank you, Ms. Reynolds.

Gerald Hayward, chancellor of the California Community College System.

We look forward to your testimony.

Mr. HAYWARD. Thank you, Mr. Chairman. It is nice to be here.

I would like to thank Supervisor Hahn and Mayor Bradley for the weather. We will try to get them to Sacramento to get them to do something about our fog soon.

Mr. Chairman and distinguished members of the committee, I am Gerald Hayward, chancellor of the California Community Colleges, which is the largest system of higher education in the nation with 106 campuses and a total enrollment of 1.2 million students, which represents 10 percent of all of the public and private college enrollment at any level in the nation and almost 25 percent of all community college enrollment nationally.

The California Community Colleges play a vital role in California. They provide a critical link between the K-12 system, the California State University system, the University of California, and private colleges.

As Chancellor Reynolds mentioned to you, our dedication is in the same direction; that is to provide the finest quality and best degree of access, and we are working toward that end.

I will not read all of my prepared testimony. Many of the remarks have been made by Chancellor Reynolds. I would just say on those recommendations she made to the committee, I endorse them and in fact support them wholeheartedly.

There are some points, however, I would like to particularly note. If the committee will bear with me, I will skip through my testimony to hit those points that I think are most critical.

The Congress in its entirety and particularly this committee will be greatly challenged during the next few months as you deliberate over the Federal budget and reauthorization of the Higher Education Act. I greatly appreciate the opportunity to discuss these and other issues as they impact on California Community Colleges.

As you are well aware, the President's fiscal year 1986 budget recommends deep cuts for our Nation's higher education institutions.

The majority of these cutbacks are in the area of student aid and would have a significant impact on the 230,000 community college students who apply for aid. Virtually every recipient attending a California community college is adversely effected by these cuts.

The President's budget proposes that students without family resources would have their aid reduced, students from middle-income families would become ineligible for grants, and special programs to assist disadvantaged students and provide supportive help in order to complete college education would be halved.

Equally troubling are proposals that cut back or eliminate categorical support programs which have successfully strengthened the quality of higher education. Although, because California community colleges are such low-cost institutions compared to other States and segments within the State, the impact of the proposed budget may well be less than for other segments within the State, these proposed budget cuts, if passed by the Congress, would have a very negative impact on the students attending California's community colleges.

When looked at in the context of transfers of students, what emerges is a picture of continuing decline in aid available to students seeking postsecondary education. Analysis last year by my office estimated that unmet financial need is more than $183 million.

SEOG and college work study funds at the colleges consistently run out before the start of school each fall and many students have to rely solely on Pell grants and guaranteed student loans to meet their educational costs.

The current budget proposal would further reduce college work study and SEOG funds available by combining two programs into one work study grant program and reduce the amount of funding by 15.5 percent. This move alone would increase unmet need among California students by 3.7 million and the proposed 25-percent reduction in the number of students to be served would eliminate almost 9,000 California student college students.

The proposed $4,000 cap on total awards to a student would cause 12,110 students, or 13 percent of our recipients, to receive reduced awards. The most serious impact would be felt by self-supporting single parents and married students who have greater financial need.

The effect would also be extremely detrimental to those community college students who plan to transfer to 4-year institutions where costs are higher.

The proposed $25,000 income cap on eligibility for all Federal student aid, with the exception of GSL, would cause approximately 10,000 community college students to become ineligible for Federal aid. Students from large families would be most severely affected.

The proposed $32,500 income cap on eligibility for the GSL Program would eliminate another 1,300 community college students from access even to a loan to finance their educational expenses.

We are also concerned about the proposal to mandate an $800 student self-help expectation for all aid. That would add $16 million to the level of unmet financial need in this State.

There are two areas that are particularly troublesome to us and maybe more applicable to community colleges than to other segments.

The proposal to deny independent student status to students below the age of 22 and require additional documentation for students above that age also has serious implications.

In 1982–83, our colleges provided financial aid to 4,500 students aged 22 and below and the new proposal would especially hit young, single parents, married students and veterans.

The proposal also has major workload implications for financial aid officer to document and collect evidence of self-support for all students over age 22, and particularly devastating is a proposal to require a high school diploma in order for a student to be eligible for student financial aid.

In California, the laws of California provide that any student who is over the age of 18 and can benefit from instruction is entitled to attend a California community college. This proposal, if it is adopted, would result in literally tens of thousands of California community college students becoming ineligible for aid.

To implement these budget proposals would admit to discrimination of the worst type of closing the door of opportunity to thousands of disadvantaged students, and would represent a reversal of Federal policy which has made such major contributions in fostering scholarship, providing educational opportunity, encouraging advances in science and technology, and developing our Nation's human resources to its utmost potential.

In the areas of employment training, the President has proposed an overall freeze in funding of the Job Training Partnership Act funds which are provided through grants to the States.

While not as devastating as the President's cuts in student financial aid, it is important to note that inflationary increases in providing services will result in an overall reduction in the ability of the California community colleges to provide training if these funds are indeed frozen at the fiscal year 1985 level.

The successful record that California—and especially the community colleges—has established in implementing the Job Training Partnership Act deserves mention at this time.

As community-based providers of vocational education courses and basic educational skills, the California community colleges are ideal service providers, and have established an enviable job placement record with program graduates.

In the first year of the act, over 10,000 participants were trained at our community colleges in approximately 90 JTPA programs. About $207 million per year is expected to be spent in California for JTPA training under title IIA, with our community colleges expected to provide the educational component for well over half of these projects.

The State as a whole has achieved a job placement rate of 62.1 percent compared to a national placement rate of 47.7 percent. These data clearly suggest that the California community colleges, in conjunction with our Federal partner and the local business community, can achieve impressive results in providing marketable job skills to the California population.

Let me say a few words about student aid, particularly as we turn to the issues you will be facing in the Higher Education Act.

In addition to the State programs for assistance to low-income students in California, we depend heavily on Pell grants and guaranteed student loans and work study funds and State-funded grants. In the most recent year for which data are available, 1982–83, approximately $146 million in Federal aid, which accounts for 80 percent of all aid, was provided to our students.

We are extremely concerned about the increasing debt burden on our students as grant aid becomes less available and loans consequently become the only means for them to finance their educations.

In 1979–80, 65 percent of financial aid to California Community College students was in the form of direct grants. In 1982–83, only 39 percent of aid provided was grant aid and loans increased from 6 percent to 41 percent of the aid awarded over the same period.

We are aware that this trend is apparent across all postsecondary educational segments. We are now seeing an escalating default rate on GSLs and lenders have reported to us that a significant percentage of our defaulters are simply unable to pay the loans they have incurred.

Our experience with the NDSL [National Direct Student Loan] Program has taught us a great deal about reducing our default rate.

We have implemented a program, in cooperation with the State franchise tax board, to offset State tax refunds due to NDSL defaulters and apply that amount to their outstanding loans. This and other measures have enabled us to reduce that default rate significantly.

Seeing our GSL default rate increase from 5.9 percent in March 1983 to 23.3 percent as of November 1984, we have been intensifying our efforts in conjunction with the California Student Aid Commission, the State guarantee agency, and we urge the Congress to support the concept of implementing multiple disbursements of GSLs. Unless the problem of unmet financial need is addressed, however, these measures alone cannot solve the problem.

Although it may be heretical to ask for increases, I believe a reduction in student aid represents the wrong target. Student financial aid and expenditures for programs which create a citizenry with job skills should be viewed as an investment, an investment in our future and an investment in human capital, our most precious resource.

The California Community Colleges encourage the Congress and the administration to pursue national policies which will foster higher education's contributions to society while maintaining the strength and diversity which characterized our Nation's postsecondary institutions.

Clearly, the most pressing need is to ensure student access in choice through continuation of Federal student financial need programs. A postsecondary education should be available to all citizens; this should be the committee's highest priority.

The goal of those of us who labor in the education vineyard in this great democracy is to enrich and accelerate the education of our population to the highest level possible for the individual, stressing the opportunity, relevancy, and enjoyment.

In order to provide a truly excellent system of educational quality, all students must be allowed to pursue education and training regardless of where they live, their race, sex, economic condition, immigration status, or native language.

This is not an easy task. It requires leadership, foresight, and a strengthened commitment to increased support for our country's most valuable resource.

I urge the committee to act to maintain this commitment as it deliberates the serious issues presented to it during the 99th Congress.

I thank you once again for the opportunity to speak before you today on behalf of the California Community Colleges. Thank you.

Chairman HAWKINS. Thank you, Mr. Hayward.

[Prepared statement of Gerald C. Hayward follows:]

PREPARED STATEMENT OF GERALD C. HAYWARD, CHANCELLOR, CALIFORNIA COMMUNITY COLLEGES

Mr. Chairman, distinguished members of the committee, I am Gerald C. Hayward, Chancellor of the California Community Colleges. Our community college system is the largest in the nation, with 106 campuses statewide, total enrollment of 1.2 million, which represents 10% of all public and private college enrollments at any level in the nation and almost 25% of all community college enrollment nationally.

The California Community Colleges play a vital role in California. They provide a critical link between the K-12 system, the California State University System, the University of California, and private colleges.

All of these public and private segments are progressing together towards excellence and access to quality education for our citizens. Additionally, the California Community Colleges serve as a link between the adult population and the job market, providing avenues toward economic growth to businesses and industries in the state as we strive to maintain California's competitive edge.

Community college enrollment in California is available to any person with a high school diploma, or who is over 18 and is determined to benefit from instruction. Our California community college system upholds a unique tradition in providing open admission without regard to race, ethnic or national origin, sex, age, disability or prior educational status. Our new "tuition" of $100/year is the lowest in the nation.

Under a deliberate State policy as outlined in the Master Plan for Higher Education some 25 years ago, enrollment in the California Community Colleges has grown tremendously within the last 25 years. Within the student population, minority groups constitute approximately 35%, similar to the ethnic percentage of the population as a whole. Women account for approximately 55%. Community colleges in California also enroll the largest number of low-income students attending postsecondary institutions in the state; approximately 10% of our students receive some type of financial aid. The Community colleges also play a major role in providing educational services to handicapped students, senior citizens, veterans, re-entry women and individuals with limited English-speaking ability.

The California Community Colleges have also taken the lead in providing training and employment services to the State. Our campuses offer over 4,000 occuptional programs at the certificate and associated degree level, and over 400,000 students are currently enrolled in vocational occupation programs. The occupational specialties offered include the latest in emerging technologies, including computer training, laser technology, geological technology, robotics and bio-medical instrumentation. Additionally, 2,500 California businesses have contracts with the colleges to provide specific employee training designed specifically to suit occupational needs. These firms include General Motors, Ford, Lockheed, Pacific Telephone, Pacific Gas & Electric, Apple Computers, Hewlett-Packard, Rockwell International, and other giants of industry.

Vocational programs are tailored to the particular needs of the total community. As an example of that diversity, programs in forestry and timber management are offered at Lassen, Mendocino and College of the Redwoods; the Firefighters Project is training 200 women and minorities for five fire departments in Contra Costa, Kern and Sacramento Counties; the Yuba County Farmworker Project II involves 450 seasonal farm workers who are learning welding and mechanical trades to permit them to be employeed during winter months; College of San Mateo offers exemplary programs in high technology suitable for Silicon Valley, which they serve.

I would like to thank the Committee for traveling to California to solicit our comments,and I greatly appreciate the opportunity to testify on behalf of the California Community Colleges. The Congress in its entirety—and especially the House Education and Labor Committee—will be greatly challenged during the next few months as you deliberate over the Federal Budget and Reauthorization of the Higher Education Act. I appreciate the opportunity to discuss these and other issues as they impact the California Community Colleges.

As you are well aware, President Reagan's Fiscal Year 1986 budget recommends deep cuts for our nation's higher education institutions; a 25% reduction, or $2.3 billion below the adjusted FY '85 level of $8.8 billion. The majority of these cutbacks are in the area of student aid and would have a significant impact on the 230,000 community college students who apply for aid. Virtually every recipient attending a California Community College is affected. The President's budget proposes that students without any family resources would have their aid reduced, students from middle-income families would become ineligible for subsidized loans or grants, and special programs to assist disadvantaged students and provide supportive help in order to complete their college education would be halved.

Equally troubling are budgetary proposals which severely cut back or eliminate categorical support programs which have successfully strengthened quality in higher education, including college libraries, international studies, veterans' cost of instruction, FIPSE funds, and women's educational equity.

Although, because California Community Colleges are such low-cost institutions, the impact of the proposed budget may well be less than for other segments within the state and for other states. These proposed budget cuts, if passed by the Congress, would have a negative impact on the students attending California's community colleges.

When looked at in the context of trends in student aid which have already become apparent in the 80's, what emerges is a picture of continuing decline in aid available to students seeking postsecondary education. Federal faid in constant dollars has already decreased by 19% from 1980 to 1984. Federal grant funds available have already decreased by more than 40%, offset only slightly by an increase in Guaranteed Student Loans. Analysis done last year by my office estimated that unmet financial need for community college students is more than $183 million. SEOG and College Work-Study funds at the colleges consistently run out before the start of school each fall and many students have to rely on Pell grants and GSLs only to meet their educational costs.

The current budget proposal would further reduce college Work-Study and SEOG funds available by combining the two programs into one Work-Study/Grant program and reducing the amount of funding by 15.5%. This move alone would increase unmet need among our students by $3.7 million, and the proposed 25% reduction in the number of strudents to be served would eliminate almost 9,000 community college students.

The proposed $4,000 cap on total awards to a student would cause 12,110 students, or 13% of our recipients, to receive reduced awards. The most serious impact would be felt by self-supporting single parents and married students who have greater financial need. The effects would also be extremely detrimental to those community college students who plan to transfer to four-year institutions where costs are higher.

The proposed $25,000 income cap on eligibility for all federal student aid, with the exception of GSL, would cause approximately 10,000 community college students to become ineligible for federal aid. Students from large families would be most severely affected.

The proposed $32,500 income cap on eligibility for the GSL program would eliminate another 1,300 community college students from access even to a loan to finance their educational expenses.

We are also concerned about the proposal to mandate an $800 student self-help expectation for all aid. Self-help expectations in community colleges already range from a minimum of $900 tof $1,200 or more for federal campus-based programs and state aid. However, this proposal could decrease the amount of Pell grants to 81,542 California Community College students by $200 per student, adding another $16 million to the level of unmet finacial need.

The proposal to deny independent student status to students below age 22 and to require additional documentation for students above that age also has serious implications for our colleges. Currently, the California Education Code excludes financial aid applicants age 30 and above and certain other specific categories of students from having to document independence unless there is "substantial evidence of parental support." In 1982–83, our colleges provided financial aid to 4,500 students age 22 and below, and the new proposal would especially hit young single parents, married students, and veterans. The proposal also has major workload implications for financial aid officers to document and collect evidence of self-support for all students over age 22. Particularly devastating is the proposal to require a high school diploma in order for a student to be eligible for student financial aid. This proposal, if adopted, would result in literally tens of thousands of community college students becoming ineligible for aid.

To implement these budget proposals would admit to discrimination of the worst type by closing the door of opportunity to thousands of disadvantaged students, and would represent a reversal of federal policy which has made such major contributions in fostering scholarship, providing educational opportunity, encourageing advances in science and technology, and developing our nation's human resources to its utmost potential.

Passage of these budget proposals would also usher in a sad era for California's educational systems. We have prided ourselves on our ability to provide a wide variety of postsecondary opportunities, including high quality state-supported public higher education at an extremely low cost. California's tripartite system of public higher education has been characterized as a model for other states, and has been acclaimed by public officials, state business leaders and the public as an essential element in maintaining economic growth, providing jobs, and offering quality educational services at low cost. In California, we have been able to provide public undergraduate, graduate, pre-professional and adult education in our major cities, suburbs and in less populated areas. This is a great California tradition and has moved us appreciably toward the goal for equality of opportunity, a move that cannot and ought not be reversed.

On this same issue, I am distressed to note that the President, while proposing substantial cutbacks in student aid as a way to reduce our nation's deficit, has simultaneously proposed legislation to provide tuition tax credits. This denial of choice and access to one segment of the population while concurrently proposing increased federal funding for another segment in order to provide increased educational choice is indeed disheartening.

In the areas of employment training, the President has proposed an overall freeze in funding of the Job Training Partnership Act (JTPA) funds which are provided through grants to the states. While not as devastating as the President's cuts in student financial aid, it is important to note that inflationary increases in providing services will result in an overall reduction in the ability of the California Community Colleges to provide training if these funds are indeed frozen at the FY 1985 level.

The successful record that California—and especially the community colleges—has established in implementing the Job Training Partnership Act deserve mention at this time. As community-based providers of vocational education courses and basic educational skills, the California Community Colleges are ideal service providers, and have established an enviable job placement record with program graduates. In the first year of the Act, over 10,000 participants were trained at our community colleges in approximately 90 JTPA programs. About $207 million per year is expected to be spent in California for JTPA training under Title IIA, with our community colleges expected to provide the educational component for well over half of these projects. The state—as a whole—has achieved a job placement rate of 62.1%, compared to a national placement rate of 47.7%. These data clearly suggest that the California Community Colleges—in conjunction with our federal partner and the local business community—can achieve impressive results in providing marketable job skills to the California population.

I would now like to turn away from budgetary issues toward those topics which will be deliberated in the Education and Labor Committee affecting higher education this Congress.

Clearly, the major legislative issues within your jurisdiction will be the reauthorization of the Higher Education Act, which expires at the end of FY 1985. Several areas of the Act are of concern to the California Community Colleges, and are outlined as follows:

Student Aid.—Adequate grant and loan assistance is essential to ensure that needy students are provided with appropriate resources to attend institutions of higher learning.

In addition to the Extended Opportunity Programs and Services provided by the state to help students with economic, language or social disadvantages, students at the California Community Colleges receive Pell Grants, Guaranteed Student Loans, Work-Study funds and state-funded grants. In the most recent year where data are available, 1982–83, approximately $146 million in federal aid, which accounts for 80% of all aid, was provided to our students.

We are extremely concerned about the increasing debt burden on our students as grant aid becomes less available and loans consequently become the only means for them to finance their educations. In 1979–80, 65% of financial aid to California Community College students was in the form of direct grants. In 1982–83, only 39% of aid provided was grant aid and loans increased from 6% to 41% of the aid awarded over the same period. We are aware that this trend is apparent across all postsecondary educational segments. We are now seeing an escalating default rate on GSLs and lenders have reported to us that a significant percentage of our defaulters are simply unable to pay the loans they have incurred.

Our experience with the NDSL (National Direct Student Loan) program has taught us a great deal about reducing our default rate. We have implemented a program, in cooperation with the state Franchise Tax Board, to offset state tax refunds due to NDSL defaulters and apply that amount to their outstanding loans. This and other measures have enabled us to reduce that default rate significantly. Seeing our GSL default rate increase from 5.9% in March of 1983 to 23.3% as of November 1984, we have been intensifying our efforts in conjunction with the California Student Aid Commission, the state guarantee agency, and the lenders to implement default prevention measures which include gaining authorization for the release of names of defaulted borrowers to the institutions for assistance in skip tracing and increasing lender due-diligence requirements. In addition to these measures, we support the concept of implementing multiple disbursements of GSLs and allowing GSLs to meet documented financial need only, similar to campus-based programs.

Unless the problem of unmet financial need is addressed, however, these measures alone cannot solve the problem.

In addition to maintaining our federal government's overall commitment to student financial aid, there are several sub-areas within federal aid programs which I encourage the Committee to review during reauthorization of the Higher Education Act. These include:

Enactment of Pell Grant reforms to provide more equity to independent and commuting students.—Current inequities between independent and dependent students and between boarding and commuting students should be addressed, taking into consideration the real costs of attendance and the student's ability to pay. Suggested remedies to current inequities include an increase in the commuter allowance by $500 per student for those students not living with their parents.

Inclusion of child care costs within the allowable costs covered by federal grants to ensure that single parents and eligible homemakers are provided with access to higher education.

FUTURE DIRECTIONS IN EDCUATIONAL QUALITY

Although it may be heretical to ask for increases in the face of the concern about the federal deficit, I believe reduction in student aid represents the wrong target. Student financial aid and expenditures for programs which create a citizenry with job skills should be viewed as an investment, an investment in the future, an investment in human capital, our most precious resource.

The California Community Colleges encourage the Congress and Administration to pursue national policies which will foster higher education's contribution to society while maintaining the strength and diversity which characterize our nation's postsecondary institutions.

Clearly, the most pressing need is to ensure student access and choice through continuation of federal student financial need programs. A postsecondary education should be available to all citizens. This should be the Committee's highest priority.

While the 98th Congress provided major increases for student financial aid in Fiscal Years '84 and '85, the amount of federal aid in constant dollars has dropped substantially from fiscal year '80. Increases in federal student financial assistance to meet increasing costs should be pursued.

In other areas, the Committee, the Congress and the Administration must act quickly to counter the disturbing trends which threaten a shortage of educated and skilled technicians in emerging or expanding industries, and which reflect changes in the patterns of employment. This is especially critical in California, where our industrial and economic base is heavily reliant on workers trained in science, mathematics and engineering. While no facet of education or academic discipline should be shunted aside, we require a comprehensive national agenda aimed at regaining our scientific and technological preeminence.

Legislation currently introduced in the Congress in these areas include several worthy proposals to set out country back on track:

Expansion of the Research and Development Tax Credit to provide tax breaks to corporations which donate scientific equipment to schools and colleges;

Amendments of the R&D Tax Credit to make postsecondary technical training eligible for a tax credit; and

Legislation to make permanent the Employee Educational Assistance Act, which expires at the end of this year.

These types of measures, along with a renewed emphasis on the training and retention of qualified teachers, will directly improve educational quality.

The goal of those of us who labor in the education vineyard in this great democracy is to enrich and accelerate the education of our population to the highest level possible for the individual, stressing opportunity, relevancy, involvement. In order to provide a truly "excellent" system of educational quality, all students must be allowed to pursue education and training regardless of where they live, their race, sex, economic condition, immigration status, or native language. This is not an easy task. It requires leadership, foresight, and a strengthened commitment to increased support for our country's most valuable resource. I urge the Committee to act decisively to maintain this commitment as it deliberates the serious issues presented to it during the 99th Congress, and I thank you once again for the opportunity to speak before you today on behalf of the California Community Colleges.

I will be pleased to answer any questions.

Chairman HAWKINS. Let us get a little clearer the three groups that seem to be distinguished in the testimony.

As I understand, in the California State University system we have the top one-third of the students; that is true?

Mr. **Hayward**. Yes.

Chairman **Hawkins**. How do you distinguish between the universities?

Mr. **Hayward**. The University of California takes the top 12.5 percent or top eighth. The State university system is the top third. And the community colleges, an open-access institution, and our charge from the legislature of the State, and this dates back to 1960, is to provide education for all adults who can benefit from instruction.

Chairman **Hawkins**. So the chances of getting to one or the other depends then on the academic achievement at the high school level.

Mr. **Hayward**. Yes.

Ms. **Reynolds**. Congressman Hawkins, for our system we do function with a special admittance situation for promising minority students who don't achieve the upper third of their graduating class.

Chairman **Hawkins**. I don't quite understand how that operates.

Ms. **Reynolds**. We are allowed to, under special admission standards, take students on each of our campuses who were not in the upper third of their graduating class based on our evaluation of their potential to succeed in college.

We do take larger numbers of special admission minority students each year.

Chairman **Hawkins**. Would you explain a little more clearly how the transfers from the community college to a university system take place?

Ms. **Reynolds**. I say one thing——

Chairman **Hawkins**. And also the success or failure of that process?

Ms. **Reynolds**. Let me indicate one thing and I will turn that over to Mr. Hayward.

Under the master plan it is intended that large numbers would transfer to us and close to 50,000 students each year do transfer to us after successfully passing through a community college.

Chairman **Hawkins**. You mean 2-year graduation?

Mr. **Hayward**. Yes.

The notion is that the community colleges will provide low-cost education to any student in the State of California. Upon completing that program, they can and do transfer to the university and the State university system.

In the last few years, Chairman Hawkins, the transfer rates, numbers of students transferring from community colleges has been declining. In the last 2 years, through cooperative efforts of Ms. Reynolds and the University of California, we have reversed that trend and the numbers are increasing. We are pleased by that accomplishment.

Chairman **Hawkins**. Would you furnish the committee with the statistics on that?

Mr. **Hayward**. I sure will.

[The information follows:]

Update of Community College Transfer Student Statistics

insert / B-44/10

FALL 1984

California Postsecondary Education Commission

80

UPDATE OF COMMUNITY COLLEGE TRANSFER STUDENT STATISTICS

Fall 1984

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 Twelfth Street, Sacramento, California 95814

HIGHLIGHTS OF THE FINDINGS

Trends in Numbers

After a one-year increase between Fall 1982 and Fall 1983 in the number of Community College students who transferred to the University of California and the California State University, the number decreased again between Fall 1983 and Fall 1984 to 35,391, but not to the levels of Fall 1981 and 1982.

The decrease for the University was 48 students, or less than 1 percent fewer than in Fall 1983. In the State University, the decrease was 140 students or less than one-half of 1 percent.

Information is not yet available from the State University about the number of full-year transfer students in 1984-85, which had shown an increase in 1982-83 and 1983-84 over the previous years. The University has not yet begun to provide information on the number of transfer students who enter in other than the fall term.

Differences Among University Campuses

The University campuses at Davis, Los Angeles, and Riverside experienced significant changes in their number of new Community College transfer students in Fall 1984, with Davis increasing by 16 percent, Los Angeles decreasing by 14 percent, and Riverside increasing by 14 percent. Nonetheless, Riverside still had the smallest number of transfer students from Community Colleges -- 234 in Fall 1984.

Despite the decline of 140 students transferring to the State University in Fall 1984, the number transferring to the San Diego campus, which enrolls the largest number of Community College transfers, increased by 12 percent to 3,529. In the Los Angeles area, the Northridge campus enrolled more transfer students in 1984 than in 1983, but the Dominguez Hills, Long Beach, and Los Angeles campuses each enrolled a smaller number than in 1983, as did San Jose in the San Francisco Bay region. Like three of the Los Angeles campuses, San Jose also has a relatively large enrollment of ethnic minority students.

Differences Among Community Colleges

Community College districts and campuses also varied widely with respect to both the nature and the magnitude of change in numbers of students who transferred between Fall 1983 and Fall 1984. Some experienced gains in transfers to one or both segments, others showed losses, and some remained about the same. Colleges with the largest losses tend to be those with a very high proportion of Black or Chicano freshmen, especially in the Los Angeles District. Sacramento City College, on the other hand, with large enrollments of Black, Chicano, and Asian students, increased the number of students who transferred to both the University and the State University. San Francisco City College, with large enrollments of Asian, Black, Chicano, and Filipino students among its first-time freshmen, experienced an 11 percent decrease in transfers to the State University, although its total number of transfers to the San Francisco campus of the State University increased slightly. Finally, although the number of transfer students enrolled at the State University campus in San Diego increased significantly in Fall 1984 especially for Chicano students, the number of State University transfer students from nearby Community Colleges with large Chicano enrollments remained the same or decreased, with the exception of Southwestern College.

Ethnic Distribution

Percentages of Black, Chicano, and Asian students among Fall 1984 transfers to the University and the State University changed little from Fall 1983. In terms of numbers of students whose ethnicity was recorded by the segment to which they transferred, new Black students decreased and Chicano students increased slightly in both segments, while Asian students remained the same in the University but gained in the State University.

BACKGROUND

Since 1978, the Commission has published annual reports of the number and characteristics of Community College students who transfer to the University of California and the California State University (1978, 1979, 1981, 1982a, 1982b, 1983, and 1984). In 1982, it published these transfer student statistics separately and in advance of its college-going rates report for the first time. However, information about transfer to independent California colleges and universities of necessity continues to be included in other Commission reports because it is not available in time for publication with University and State University data.

TRENDS IN NUMBERS OF TRANSFERS

Numbers of Community College students who transferred to the University and the State University between 1965 and 1984 are shown in Table 1 on page 4, together with numbers of first-time freshmen enrolling in these two segments those same years. Numbers of transfer students from each Community College district are shown in Appendix A for Fall 1977, 1979, 1981, 1982, 1983, and 1984. Appendix B contains the number and ethnic distribution of transfer students from each Community College for Fall 1984, together with the ethnic distribution of first-time freshmen age 19 and under who enrolled in each Community College in Fall 1981.

In Fall 1984, the numbers of Community College students who transferred to the University and the State University were smaller than the numbers who transferred in Fall 1983 but larger than those recorded for Fall 1981 and 1982. The decline for each segment between 1983 and 1984 was less than 1 percent -- a net decrease of 48 students transferring to the University, to 5,257; and a net decrease of 140 transferring to the State University, to 30,134.

Transfers to the University of California

Numbers of Community College students who transferred to the eight general campuses of the University between 1979 and 1984 are shown in Table 2 on page 5. Two of the eight -- Davis and Riverside -- reported increases greater than 10 percent between Fall 1983 and Fall 1984, and one -- Los Angeles -- reported a decrease greater than 10 percent. The San Diego campus reported approximately the same number both years, while the remaining four -- Berkeley, Irvine, Santa Barbara, and Santa Cruz -- all reported a decrease of less than 5 percent between 1983 and 1984.

Thus, after a 3-percent gain between 1982 and 1983, the number of Community College transfer students to the University appears to have stabilized statewide while changing significantly on three campuses. The Davis campus, with the fourth largest number of transfer students in Fall 1984, increased its intake from Community Colleges 30 percent between 1981 and 1984. The

TABLE 1 Number of Community College Students Who Transferred to the University of California and the California State University Together with Numbers of First-Time Freshmen From California High Schools, 1965 to 1984

	Community College Transfer Students			First-Time Freshmen	
	Fall Term		Full Year	Fall Term Only	
Year	UC	CSU	CSU	UC	CSU*
1965	2,948	14,603	--	--	14,023
1966	3,761	19,295	--	12,341	15,574
1967	3,702	22,059	--	13,072	16,082
1968	3,785	26,596	--	11,665	18,844
1969	4,458	28,207	43,963	12,066	17,539
1970	5,166	29,059	49,245	13,233	18,984
1971	6,154	32,546	52,989	13,637	19,306
1972	7,165	34,619	53,820	14,358	22,094
1973	8,193	33,089	51,335	15,011	22,210
1974	7,813	32,646	51,144	14,915	22,886
1975	8,002	35,537	52,917	15,460	23,239
1976	7,123	32,653	51,230	14,935	23,498
1977	6,392	34,001	51,159	14,820	23,867
1978	6,193	31,609	47,430	15,850	24,668
1979	5,649	30,428	46,326	16,534	25,703
1980	5,428	30,490	46,649	16,340	25,470
1981	4,778	30,026	45,283	16,580	23,500
1982	5,137	29,824	45,400	16,897	24,016
1983	5,305	30,274	45,726	18,323	23,250
1984	5,257	30,134	--	--	--

*Fall statistics represent about 90 percent of first-time freshmen who enter during the full year.

Source: California Postsecondary Education Commission, March 1985.

TABLE 2 Number of Community College Transfers to Each University of California Campus, Fall 1979-1984

Campus	Fall 1979	Fall 1980	Fall 1981	Fall 1982	Fall 1983	Fall 1984
Berkeley	1,115	1,060	793	854	910	897
Davis	792	797	637	691	714	829
Irvine	522	591	541	503	573	555
Los Angeles	1,198	1,068	996	1,041	1,038	896
Riverside	255	228	213	250	205	234
San Diego	404	341	388	432	462	463
Santa Barbara	1,021	911	833	968	972	954
Santa Cruz	342	432	377	398	431	429
Total	5,649	5,428	4,778	5,137	5,305	5,257

Source: California Postsecondary Education Commission, March 1985.

Los Angeles campus, which tied with Berkeley in 1984 for having the second largest number of transfer students, decreased 10 percent between 1981 and 1984. The Riverside campus, with the smallest number of transfer students, increased 10 percent between 1981 and 1984 but enrolled fewer in 1984 than in 1979 and 1982.

Campus-level changes from year to year may be due to both changes in numbers of qualified applicants and the need for redirection from impacted campuses and programs. Data are not available at this time to analyze factors contributing to such changes at the campus level. The decrease at the Los Angeles campus is a particular cause for concern because of the concentration in the Los Angeles area of underrepresented ethnic minority Community College students who may be potential University transfer students.

University Transfers From Particular Community Colleges

While the total number of Community College students who transferred to the University between 1983 and 1984 decreased by 48, the gains and losses from particular Community Colleges are of interest in any examination of factors related to transfer. As in Fall 1983, fewer than ten students transferred to the University from 25 Community Colleges throughout the State. Of the 25, 16 are in multi-campus districts where other colleges have significantly larger numbers of University transfer students. Others are very small institutions that are a considerable distance from a University campus. Ten have ethnic minority enrollments of at least one-third among their first-time freshmen who are recent high school graduates -- the pool from which transfer students are most likely to emerge. There continue to be grounds for concern about the resources available to this group of Community Colleges for offering programs and services to prepare students to transfer to the University.

At the other end of the continuum, 16 Community Colleges each sent more than 100 new transfer students to the University in Fall 1984, or 46 percent of the total number. Of the remaining colleges, 46 had more than 10 but fewer than 50, and 18 had more than 50 but fewer than 100 students enroll for the first time in the University in Fall 1984.

As in Fall 1983, the colleges with the largest number of University transfer students in 1984 were Orange Coast with 225 and Santa Barbara with 251 -- each with a 10 percent decrease between 1983 and 1984 -- and Diablo Valley with 212 and Santa Monica with 205 -- each with about the same number both years. Some of the colleges with very small numbers of University transfer students in 1984 are San Jose City (7), Butte (8), Compton (4), Los Angeles Southwest (5), and Fresno (16), which represent a wide range of size of enrollment, ethnic composition, and location in the State.

Although the statewide decrease in University transfer between 1983 and 1984 was less than 1 percent, the Los Angeles Community College District had a loss of 22 percent. Los Angeles Pierce, with the largest percentage of white students among its first-time freshmen and the largest number of University transfers, had the smallest loss, except for Southwest, which had five such students each year, and Mission, which increased its transfers from three to ten, probably as a result of a small grant from the Ford Foundation to improve transfer opportunity programs. The Los Rios Community College District in the Sacramento area increased the number of students transferring to the University by 21 percent, primarily to the Davis campus with which exemplary articulation programs have been developed. The largest increase (31 percent) was for American River College, which has the largest enrollment of the three campuses in the District and the smallest percentage of ethnic minority students.

The changes experienced by these two large districts -- Los Angeles and Los Rios -- may be examined in the context of changes in nearby Community Colleges. In the Los Angeles area, Community Colleges outside the Los Angeles District experienced small gains or losses which were significantly less than the 22 percent loss from that district. For example, Pasadena, Long Beach, Glendale, and Mt. San Antonio all had at least small increases, while El Camino and Santa Monica stayed almost the same. In northern California, three Community Colleges closest to the Los Rios campuses -- Sierra, Yuba, and Napa -- all had percentage increases at least as large as that found for the district.

A few additional statistics appear worthy of note: The multi-campus State Center District in the Fresno area had 19 students transfer to the University in 1984, down from 42 in 1977; the multi-campus Kern District had 32 transfers in 1984, down from 51 in 1977; and Merced College had 11 transfers in 1984, compared with a high of 21 in 1983.

Transfers to the California State University

Table 3 on page 8 displays numbers of Community College students who transferred to each of the 19 State University campuses between Fall 1979 and Fall 1984. While the total number decreased slightly between the last two years shown, various campuses experienced gains and losses of these students and a few remained at about the same level.

Five State University campuses experienced a gain of at least 4 percent in Community College transfer students between Fall 1983 and Fall 1984, while eight campuses had a comparable percentage loss. Four had gains and two had losses of 2 percent or less. The largest gain was made by the San Diego campus, which also enrolls the largest number of transfer students -- over 3,500 in Fall 1984, or an increase of 12 percent over 1983 and an increase of 37 percent over the low recorded in 1982. The Sacramento campus, enrolling the third largest number of transfer students, had a gain of 8 percent between 1983 and 1984, while Long Beach, which enrolls the second largest group, had a 6 percent loss during this period. The nearby Dominguez Hills and Los Angeles campuses each had a loss of more than 10 percent in the transfer group between 1983 and 1984, while the Northridge campus in the San Fernando Valley had a gain of 4 percent. In Northern California, the campuses at Hayward, San Jose, and Sonoma each had at least 5 percent fewer transfer students in Fall 1984 than in Fall 1983. Thus the campuses with the largest percentage decreases in the enrollment of new Community College transfer students during the past two years are for the most part those enrolling large percentages of Black and Chicano students.

Community College students tend to transfer to the nearest State University campus, and some State University campuses depend on their nearby Community Colleges for their transfer enrollments. For example, 88 percent of the Fresno City College students who transferred to the State University in Fall 1984 were enrolled at its Fresno campus and comprised 34 percent of all new Community College transfers to that campus at that time. Similarly, 85 percent of the transfer students from the San Diego District colleges enroll at San Diego State University and comprise 23 percent of that group.

A somewhat different picture is presented by Santa Rosa Junior College -- 39 percent of whose State University transfers enroll on the Sonoma campus and comprise 40 percent of all Community College transfer there. Similarly, 58 percent of the Bakersfield College transfer students to the State University are at the Bakersfield campus but comprise 62 percent of all Community College transfer students there. Finally, 86 percent of the transfer students from Butte College are at the Chico campus of the State University but comprise 16 percent of all transfers there. Regional articulation activities are obviously much easier for such pairs of institutions than for the 12 single-college Community College Districts from which fewer than 100 students transfer to several campuses of the State University each fall, in a wide spectrum of majors. Still, the transfer function is as important to these small colleges as it is to the large urban colleges, since they provide access to postsecondary education for large numbers of local high school students who have limited options when they graduate.

University Transfers from Particular Community Colleges

While the total number of students who transferred from Community Colleges to the State University decreased slightly between Fall 1983 and Fall 1984, gains and losses were experienced by particular colleges and districts. For example, the Los Angeles District had an overall decrease in State University transfers of 5 percent, but Los Angeles City, Southwest, and West Los Angeles Colleges each had a decrease of at least 10 percent. Long Beach and Pasadena City Colleges in the Los Angeles area also had a decrease of more than 10

TABLE 3 Number of Community College Transfers to Each California State University Campus, Fall 1979-1984

Campus	Fall 1979	Fall 1980	Fall 1981	Fall 1982	Fall 1983	Fall 1984
Bakersfield	439	399	331	323	329	350
Chico	1,777	1,726	1,787	1,799	1,852	1,817
Dominguez Hills	874	901	840	909	943	829
Fresno	1,522	1,601	1,593	1,637	1,641	1,564
Fullerton	2,044	2,099	2,219	2,098	2,182	2,148
Hayward	1,013	997	1,085	1,117	1,148	1,073
Humboldt	804	748	783	654	588	564
Long Beach	3,062	3,021	3,269	3,474	3,105	2,915
Los Angeles	1,434	1,506	1,582	1,278	1,407	1,252
Northridge	2,371	2,323	2,180	2,237	2,187	2,277
Pomona	1,390	1,472	1,208	1,605	1,526	1,560
Sacramento	2,789	2,812	2,732	2,609	2,575	2,770
San Bernardino	514	611	596	659	718	720
San Diego	3,304	3,379	2,908	2,566	3,147	3,529
San Francisco	2,090	2,099	2,084	2,095	2,124	2,134
San Jose	2,541	2,400	2,359	2,497	2,391	2,250
San Luis Obispo	1,287	1,214	1,266	1,048	1,251	1,257
Sonoma	718	670	663	739	692	636
Stanislaus	455	512	541	480	468	489
Total	30,428	30,490	30,026	29,824	30,274	30,134

Source: California Postsecondary Education Commission, March 1985.

percent in transfers to the State University but, unlike the Los Angeles District colleges, had increases in the number transferring to the University. Santa Ana and San Bernardino Valley Colleges, also in Southern California, had decreases in State University transfers of at least 15 percent but only the latter increased its transfers to the University. Many small Community Colleges -- Lake Tahoe, Mira Costa, and Victor Valley, for example -- had large percentage increases that represented small numbers of transfer students, while Glendale, Santa Monica, Ventura, San Joaquin Delta, and Yuba Colleges all had relatively large increases in both numbers and percentages. As in Fall 1983, only Santa Barbara City College had more students transfer to the University than to the State University, but the difference in numbers was smaller than in 1983.

ETHNICITY OF TRANSFER STUDENTS

Ethnic distributions for students who transferred from Community Colleges to the University and the State University in Fall 1980 through Fall 1983 are displayed in Table 4. Distributions for individual Community Colleges for Fall 1984 are given in Appendix B.

TABLE 4 Ethnic Distribution of Community College Transfer Students to the University of California and the California State University, Fall 1980, 1981, 1982, 1983, and 1984, in Percents

			Ethnicity						
Transfer to	Year	N*	American Indian	Asian	Filipino	Black	Chicano	White	Percent Unknown
UC	1980	5,356	1.1%	9.6%	1.1%	3.7%	7.4%	77.1%	10.0%
	1981	4,778	1.0	10.2	1.2	4.0	8.1	75.5	9.9
	1982	5,137	0.7	11.1	1.3	3.8	8.3	74.8	3.6
	1983	5,305	0.9	12.0	1.0	4.2	8.9	73.0	3.3
	1984	5,257	0.9	12.2	1.5	3.3	9.6	72.5	3.0
CSU	1980	30,527	1.5	6.1	1.2	6.1	10.0	75.1	37.2
	1981	30,026	5.6	7.1	1.3	6.4	8.4	71.2	16.3
	1982	29,824	1.4	8.5	1.4	5.9	9.1	73.7	5.6
	1983	30,274	0.9	9.3	1.5	6.6	9.7	72.0	6.2
	1984	30,134	1.1	9.5	1.6	6.4	9.7	71.7	4.6

Source: California Postsecondary Education Commission, March 1985.

*N includes nonresident aliens, "other" ethnicity, and nonrespondents, all of whom were excluded from the N on which the computation of percentages for the various ethnic groups was based. Therefore, Ns for specific ethnic groups which might be computed from the data in this table would likely be larger than those actually reported.

University of California

Chicano and Filipino transfer students continued to increase in terms of both numbers and proportions in Fall 1984, while Black students were fewer in number and proportion, and Asian students transferred in a slightly higher proportion than in previous years but in no greater numbers. The Chicano gain of 6 percent between 1983 and 1984 -- to 461 transfer students -- occurred primarily on the Davis, Riverside, and Berkeley campuses, with a 17 percent decrease on the Los Angeles campus. Asian transfers decreased 30 percent on the Los Angeles campus, but its loss was balanced by a large gain on the San Diego campus and small gains elsewhere. New Black transfer students decreased 45 percent on the Los Angeles campus and 33 percent on the Berkeley campus, with only a small compensating gain at Davis. Of the two smallest ethnic minority groups, American Indian students transferred in about equal numbers both years, while Filipino students increased 53 percent to 72, primarily at the Davis, Los Angeles, and San Diego campuses. Two other increases should be noted and are not taken into account in computing the ethnic distributions appearing in Table 4. They are the category of "Other," that increased 18 percent to 113 transfer students, and "Non-resident Alien," that increased 31 percent to 197. The largest increases for the latter category occurred at the Irvine and Los Angeles campuses.

Gains and losses in Black and Chicano students across the University campuses tend to reflect changes in the flow of transfer students from nearby Community Colleges. For example, the number of Black and Chicano transfer students from the Los Angeles District colleges dropped from 38 to 12 and 69 to 50, respectively, between Fall 1983 and 1984, with very similar decreases at the Los Angeles campus of the University. Among the gains, the Los Rios District colleges increased their Black transfer students from 12 to 14 and their Chicano transfers from 17 to 30, at a time when losses were occurring at other Community Colleges, thus contributing to the increases in such students on the Davis campus. Other changes of interest are (1) the decrease in Black transfer students from the three major colleges in the Peralta District from an already small 24 to 19, with the number of Chicano transfers decreasing from 9 to 6, and (2) the decline in Black transfers from San Francisco City College from 9 to 0.

Overall, the flow of ethnic minority students to the University does not appear to be concentrated in a few Community Colleges in urban areas with high minority enrollments. Instead, such students appear to be at least as likely to transfer from colleges where white students comprise the large majority, especially those where the total number of University transfers is large.

California State University

Year-to-year comparisons of the ethnic composition of the Community College students who transfer to the State University must be interpreted cautiously because of the relatively large but decreasing percentage of students whose ethnicity is not known. Thus, increases in numbers may be attributable simply to a larger number of students each year whose ethnicity is known. In Fall 1980, ethnicity was unknown for 37 percent of the new transfer students to the State University, compared with 5 percent in Fall 1984. However, the latter figure includes 13 percent of the new transfer students on the San Francisco campus, 10 percent of those on the Pomona campus, 8 percent of those on the Los Angeles campus, and 7 percent of those on the Dominguez Hills campus, but 2 percent at San Luis Obispo, 3 percent at Hayward, and 3 percent at San Bernardino. Thus, ethnic minority students are probably still undercounted in Fall 1984, since the campuses with the highest percentages of students whose ethnicity is unknown also tend to have high minority enrollments.

Given these precautions, the data in Table 4 suggest that the increased percentages of Asian and Filipino students in the 1984 transfer group continued a five-year trend, while Black and Chicano percentages appear to have been unstable during the same period, probably as a result of poor reporting by some campuses. Looking at numbers, rather than percentages, the 1984 transfer group included 108 more Asian, 51 more Chicano, and 21 fewer Black students than in 1983. However, sex differences in each group need to be noted. Men, who comprised 58 percent of the Asian transfer group, increased by 6 percent, but Asian women increased by 2 percent. Men comprised 53 percent of the Chicano transfer group and increased 11 percent between 1983 and 1984, while Chicanas decreased 7 percent. The pattern is different for Black transfer students, in that women comprised 53 percent of the total in Fall 1974. Furthermore, they increased 3 percent between 1983 and 1984, while Black men who transferred decreased 5 percent.

Asian transfer students were concentrated on five State University campuses in 1984 -- Long Beach, Pomona, Sacramento, San Francisco, and San Jose -- which together enrolled 39 percent of all new Community College transfer students and 54 percent of Asian transfer students. Black transfer students were found in largest numbers at the Dominguez Hills, Los Angeles, and San Francisco campuses, which together accounted for 14 percent of all new transfers but 39 percent of the new Black transfer students. Chicano transfer students, on the other hand, tend to disperse more than the other minority groups across the State University campuses. Four campuses -- Fullerton, Long Beach, Los Angeles, and San Diego -- enrolled 40 percent of the Chicano students in Fall 1984 and 33 percent of all Community College transfer students. Six of the State University campuses -- Fullerton, Long Beach, Los Angeles, Pomona, San Francisco, and San Jose -- each now enroll large concentrations of two of these three ethnic minority groups, while Dominguez Hills students are predominantly Black, San Diego has more Chicano students than other minority groups, and Sacramento has more Asian students. At the same time, there appears to be some movement of Asian students away from the Long Beach campus (a decrease of 32 percent between 1983 and 1984), toward the Pomona campus (an increase of more than 100 percent) and the San Jose campus (a 15 percent increase).

MAJORS OF UPPER-DIVISION TRANSFER STUDENTS

Percentage distributions of the majors of upper-division transfer students from Community Colleges are displayed by sex for both the University and the State University in Table 5.

University of California

When sex differences are ignored, the discipline in which the largest number of upper-division transfer students to the University enrolled in Fall 1984 was liberal/general studies, followed in descending order by engineering and social sciences (tied for second place), life sciences, physical sciences, letters, visual and performing arts, and business and management, each of which recorded at least 100 students University-wide. Sixteen percent had no known majors at the time the information was recorded for the fall enrollment tape.

Men and women differed significantly with respect to their choice of major. Engineering ranked first among male upper-division transfer students, with 17.1 percent in this discipline, compared with 15.2 percent in Fall 1983. Only 3.5 percent of the women were in engineering, down from 4.2 percent in Fall 1983. Liberal/general studies ranked first among the majors in which women enrolled, with 15.5 percent of the total, followed by life sciences (11.4 percent), social sciences (11.4 percent), and letters (9.4 percent). The same percentage of men as women selected the social sciences, but it ranked third for the men, after liberal/general studies (14.4 percent). The fourth choice of the men was life sciences (9.2 percent), followed by physical sciences (8.3 percent), which enrolled 3.7 percent of the women.

TABLE 5 *Majors of Upper-Division Transfer Students from California Community Colleges in Fall 1984, in Percents*

Major	University of California (N = 2,944)		The California State University (N = 19,847)	
	Male	Female	Male	Female
Agribus./Agricul. Production	1.4%	0.8%	1.8%	0.8%
Architecture/Environ. Design	1.2	0.3	1.2	0.4
Area or Ethnic Studies	0.1	0.3	0.1	0.1
Business and Management	3.8	3.1	21.9	20.7
Communications	0.3	0.8	3.8	4.9
Computer/Information Sciences	2.5	1.5	6.2	3.3
Education	0.0	0.2	2.8	4.3
Engineering	17.1	3.5	17.0	2.0
Foreign Languages	0.9	1.9	0.3	0.9
Health Sciences	0.1	0.8	1.6	7.6
Home Economics	0.1	0.7	0.2	2.8
Letters	3.7	9.4	1.8	2.9
Liberal/General Studies	14.4	15.5	2.3	9.7
Life Sciences	9.2	11.4	2.8	3.0
Mathematics	3.2	2.3	2.0	1.4
Multi/Interdisc. Studies	2.4	2.5	0.2	0.4
Parks and Recreation	--	--	0.4	0.6
Philosophy and Religion	0.7	0.6	0.3	0.1
Physical Sciences	8.3	3.7	2.7	1.0
Protective Services	--	--	2.7	1.1
Psychology	1.6	3.4	2.5	6.9
Public Affairs	0.2	0.1	0.7	2.0
Renewable Natural Resources	0.7	0.8	0.6	0.2
Social Sciences	11.5	11.4	6.7	5.7
Visual and Performing Arts	3.1	6.0	4.0	4.9
Unknown Disciplines	13.5	19.0	13.4	12.3

Source: California Postsecondary Education Commission, March 1985.

Changes between 1983 and 1984 are for the most part less than 1 percentage point and do not appear to reflect any differences in the availability of programs to transfer students. The percentage of students with no known major is large and increased between 1983 and 1984 -- to 13.5 percent of the men and 19.0 percent of the women with upper-division standing. The percentage of men and women majoring in the social sciences decreased between 1983 and 1984 but continued to rank high for both groups. Decreases for both men and women also occurred in the visual and performing arts, which was the fifth-ranked preference of women in Fall 1984.

Differences among ethnic groups in the majors in which men are enrolled are significant. Engineering -- the most popular choice of male transfers -- is probably the best example. While 17 percent of all male Community College transfers were majoring in that discipline in Fall 1984, 38 percent of the

231 Asian males were doing so, compared to 16 percent of the 122 Chicano, 12 percent of the 1,056 white, and 10 percent of the 29 Black males. In contrast, 3 percent of the Asian male transfer students were majoring in the social sciences, compared to 14 percent of the white and 10 percent each of the Black and Chicano students. In the second-ranked choice of male transfer students -- liberal/general studies -- 21 percent of the Black males were enrolled, compared to 18 percent of the Chicano, 16 percent of the Asian, and 12 percent of the white males.

A different pattern of ethnic differences in majors is presented by the upper-division women who transferred from Community Colleges. The first-ranked *major for all women in this transfer group was liberal/general studies* (16 percent) but it was selected by 27 percent of the 124 Asian women, 19 percent of the 26 Black women, 16 percent of the 92 Chicana women, and 13 percent of the white women.

Life sciences, selected by 11 percent of the total group of upper-division women transfer students, was chosen by 14 percent of the Chicana and 12 percent of the white women but 8 percent of the Black and Asian women. Finally, 2 percent of the Asian women were majoring in the social sciences, compared with 14 percent of the Chicana and 12 percent of the white and Black women.

California State University

The top-ranked majors for upper-division men and women transferring to the State University did not change between Fall 1983 and Fall 1984, although small changes occurred in the percentages selecting particular majors. Business and management ranked first for both men and women both years, with slight increases for each group for 1984 -- to 21.9 percent of the men and 20.7 percent of the women. For men, the second-ranked major was engineering, with 17.0 percent; the third was social sciences, with 6.7 percent; and fourth, computer and information sciences, with 6.2 percent. These four majors accounted for 51.8 percent of the total group, and no other major attracted as many as 5 percent of the men. The choices of the women were somewhat more dispersed, with the four top-ranked majors accounting for 44.9 percent of the total. In addition to business and management, majors attracting more than 5 percent of the women were liberal/general studies, 9.7 percent; health sciences, 7.6; and psychology, 6.9 percent. No majors were recorded for more than 10 percent of these women.

Differences among the major ethnic groups in their choices of major are significant, particularly for men. The widest range of percentages was found for engineering, which was selected by 35.4 percent of the Asian men but 9.7 percent of the Black men, 13.1 percent of the Chicano men, and 14.1 percent of the white men. Business and management -- the top-ranked major -- was selected by 17.9 percent of the Asian men but 25.3 percent of the Black men and 22.5 of the Chicano and white men. Social sciences enrolled 1.2 percent of the Asian men, compared with 8.5 percent of the Black and Chicano men and 7.1 percent of the white men. Finally, 13.0 percent of the Asian men but 5.9 percent of the Black, 8.8 percent of the Chicano, and 4.9 percent of the white men enrolled in computer and information sciences.

Liberal/general studies -- the second-ranked major for upper-division women transfer students -- also showed differences among women in different ethnic groups, with 3.0 percent of the Asian women but 7.3 percent of the Black women, 10.6 percent of the Chicana women, and 10.9 percent of the white women selecting this area of study. Psychology also was selected by relatively few Asian women -- 1.9 percent -- but by 6.1 percent of the Black, 7.3 percent of the Chicana, and 6.9 percent of the white women. The health sciences were slightly more popular among white women than among ethnic minorities, with 8.1 percent of the white but 5.9 percent of the Asian, 5.9 percent of the Black, and 4.3 percent of the Chicana women enrolling in them.

SEX AND AGE OF THE TRANSFER STUDENTS

University of California

The ratio of men to women in the total Fall 1984 Community College transfer group to the University was 53:47 -- only a slight change in the 52:48 ratio a year earlier. However, the ratio varied for the different ethnic groups, from 60:40 for Asian students to 52:48 for Chicano, 51:49 for white, and 50:50 for Black students.

Seventy-seven percent of the Community College transfer students to the University in Fall 1984 were under the age of 25, including 9 percent who were under the age of 20. This represents 79 percent of the men and 75 percent of the women, although more women than men were in the group under 20 years of age. Among the major ethnic groups, 68 percent of the Black students were under the age of 25 when they transferred, in contrast to 82 percent of the Asian students. At the other end of the age distribution, 87 percent of the transfer students age 40 and over were women, including three women who were at least 60 years old when they transferred.

California State University

The ratio of men to women in the group that transferred to the State University from Community Colleges in Fall 1984 was 51:49, as it was in Fall 1983. However, some ethnic minority groups experienced a change in the ratio of men to women between 1983 and 1984. Among Chicano students, the ratio had been 49:51 in Fall 1983 but was 53:47 in Fall 1984. The proportion of Black women increased slightly, from a 49:51 ratio of men to women in 1983 to 47:53 in 1984. Among Asian and white transfer students, the ratios were about 50:50 for both years.

Five percent of the transfer students to the State University in Fall 1984 were under the age of 20, but 69.5 percent were under age 25. More women than men were in the group under 20 -- 5.9 percent, compared to 4.2 percent of the men; and 77 percent of the 1,258 students age 40 and over were women -- an age group comprising 4.2 percent of all Community College transfers to the State University in Fall 1984.

Black transfer students differed from the other major ethnic groups with respect to age when they entered the State University. Sixty percent were under the age of 25, compared with 70 percent of the Asian, Chicano, and white students. At the other end of the distribution of students by age, 7.0 percent of the Black students but 1.9 percent of the Asian, 3.2 percent of the Chicano, and 4.4 percent of the white students were 40 or older.

CONCLUDING COMMENTS

The small but encouraging increase in the number of Community College students who transferred to the University and the State University in Fall 1983 was not sustained in Fall 1984. The decrease in numbers in Fall 1984 was not significant and reflected gains, losses, and stability for different Community Colleges as well as different campuses of the University and the State University. The Los Angeles District Community Colleges, the Los Angeles campus of the University, and the Los Angeles and Dominguez Hills campuses of the State University -- all of which enroll large percentages of ethnic minority students -- experienced the largest decreases in transfer students between 1983 and 1984. At the same time, the Davis campus of the University and the San Diego campus of the State University registered significant gains in transfer enrollments, with the increases coming from several relatively small Community Colleges as well as several urban colleges in different parts of the State. Further analysis of factors related to campus differences is needed in order to understand what is causing them, including the possibility of special programs, changes in the size and nature of Community College enrollments, and redirection from impacted campuses and programs.

Changes between 1983 and 1984 in the numbers of ethnic minority students who transferred to the University and the State University were disappointing after small but promising increases between 1982 and 1983. While the number of Chicano students transferring to the University increased slightly in Fall 1984, the number of Black students decreased significantly and the number of Asian students remained the same. In the State University, the number of Asian transfer students increased by more than 100 and the number of Chicano students increased by 51, but the number of Black students decreased slightly, even though more complete reporting for Fall 1984 might have produced increased numbers.

Information is not yet available from California's independent colleges and universities regarding their transfer students in Fall 1984. An attempt is being made to obtain these data in time for publication in the 1984 update of the Commission's report on college-going rates.

APPENDIX A

Flow of Transfer Students from the California Community Colleges
to the University of California and the California State University
(Fall 1977, 1979, 1981, 1982, 1983, and 1984)

Community College or District	Year	Number of Transfers to		Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
		UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Allan Hancock	1977	39	207			
	1979	40	209	1,769,000	48%	8,735
	1981	21	170			
	1982	28	166			
	1983	34	159			
	1984	35	162			
Antelope Valley	1977	30	158			
	1979	21	141	976,000	55	6,908
	1981	18	123			
	1982	16	105			
	1983	21	137			
	1984	31	134			
Barstow	1977	7	45			
	1979	3	41	385,000	56	1,638
	1981	10	33			
	1982	1	21			
	1983	3	19			
	1984	5	20			
Butte	1977	15	364			
	1979	10	344	786,000	46	7,444
	1981	9	348			
	1982	16	406			
	1983	8	401			
	1984	8	345			
Cabrillo	1977	176	242			
	1979	118	259	2,876,000	73	11,152
	1981	151	256			
	1982	164	265			
	1983	169	264			
	1984	179	227			
College of the Canyons	1977	11	112			
	1979	15	81	495,000	60	3,600
	1981	14	75			
	1982	17	110			
	1983	9	107			
	1984	18	100			

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Cerritos	1977	24	589			
	1979	48	520	4,409,000	47%	21,619
	1981	48	535			
	1982	38	555			
	1983	28	522			
	1984	48	481			
Chabot	1977	66	544			
	1979	75	555	2,858,000	56	18,986
	1981	67	483			
	1982	64	472			
	1983	73	535			
	1984	88	535			
Chaffey	1977	43	347			
	1979	23	257	1,667,000	53	12,259
	1981	38	236			
	1982	27	281			
	1983	35	280			
	1984	24	275			
Citrus	1977	19	286			
	1979	25	237	1,898,000	54	9,395
	1981	22	225			
	1982	26	241			
	1983	21	263			
	1984	22	243			
Coast	1977	219	1,243			
	1979	324	1,301	12,977,000	56	72,047
	1981	288	1,475			
	1982	288	1,486			
	1983	330	1,500			
	1984	287	1,444			
Compton	1977	33	225			
	1979	3	203	2,056,000	53	6,465
	1981	7	191			
	1982	5	154			
	1983	6	92			
	1984	4	100			

BEST COPY AVAILABLE

APPENDIX A (Continued)

Community College or District	Year	Number of Transfers to		Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
		UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Contra Costa	1977	260	1,022			
	1979	291	998	6,348,000	62%	34,724
	1981	240	1,120			
	1982	265	1,024			
	1983	250	982			
	1984	249	1,021			
Cuesta	1977	16	162			
	1979	28	172	1,433,000	60	5,848
	1981	21	193			
	1982	22	255			
	1983	11	297			
	1984	19	276			
College of the Desert	1977	38	106			
	1979	31	92	967,000	50	6,433
	1981	16	81			
	1982	15	98			
	1983	19	111			
	1984	31	118			
El Camino	1977	160	825			
	1979	158	800	4,487,000	53	30,530
	1981	118	802			
	1982	131	830			
	1983	125	799			
	1984	122	774			
Foothill-DeAnza	1977	318	1,101			
	1979	285	951	6,799,000	54	39,801
	1981	224	950			
	1982	261	978			
	1983	249	1,045			
	1984	214	1,018			
Gavilan	1977	17	91			
	1979	12	76	405,000	48	3,132
	1981	10	75			
	1982	10	76			
	1983	17	78			
	1984	17	86			

BEST COPY AVAILABLE

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Glendale	1977	69	307			
	1979	90	256	2,523,000	58%	9,848
	1981	53	312			
	1982	49	303			
	1983	69	344			
	1984	71	398			
Grossmont	1977	79	552			
	1979	73	528	3,786,000	64	17,250
	1981	65	543			
	1982	74	480			
	1983	60	596			
	1984	43	568			
Hartnell	1977	36	172			
	1979	30	161	1,990,000	38	7,680
	1981	29	185			
	1982	39	181			
	1983	27	197			
	1984	38	189			
Imperial Valley	1977	22	128			
	1979	17	146	88,000	37	4,122
	1981	10	150			
	1982	16	127			
	1983	14	128			
	1984	15	122			
Kern	1977	51	608			
	1979	45	649	1,838,000	49	12,452
	1981	30	478			
	1982	30	449			
	1983	46	459			
	1984	32	476			
Lake Tahoe	1977	0	22			
	1979	3	23	236,000	72	1,627
	1981	3	15			
	1982	2	19			
	1983	5	18			
	1984	8	33			

APPENDIX A (Continued)

Community College or District	Year	Number of Transfers to		Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
		UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Lassen	1977	3	52			
	1979	5	72	375,000	22%	2,762
	1981	6	42			
	1982	6	57			
	1983	7	59			
	1984	2	43			
Long Beach	1977	62	833			
	1979	55	727	1,508,000	52	27,258
	1981	50	681			
	1982	52	646			
	1983	31	637			
	1984	59	512			
Los Angeles	1977	684	3,829			
	1979	519	3,288	23,747,000	48	132,473
	1981	395	3,119			
	1982	429	3,001			
	1983	447	2,835			
	1984	348	2,703			
Los Rios	1977	328	1,938			
	1979	289	1,777	7,258,000	56	44,479
	1981	217	1,535			
	1982	259	1,492			
	1983	253	1,416			
	1984	307	1,460			
Marin	1977	152	523			
	1979	138	456	2,148,000	65	10,751
	1981	90	401			
	1982	95	371			
	1983	90	361			
	1984	91	344			
Mendocino	1977	2	69			
	1979	5	48	379,000	49	3,232
	1981	0	46			
	1982	3	54			
	1983	4	48			
	1984	7	43			

BEST COPY AVAILABLE

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Merced	1977	18	256			
	1979	12	248	1,520,000	44%	7,948
	1981	12	245			
	1982	21	245			
	1983	16	243			
	1984	11	233			
Mira Costa	1977	24	92			
	1979	30	94	1,154,000	56	6,077
	1981	19	82			
	1982	38	67			
	1983	33	78			
	1984	24	97			
Monterey Peninsula	1977	100	234			
	1979	74	191	2,092,000	66	7,856
	1981	50	188			
	1982	65	175			
	1983	66	192			
	1984	68	166			
Mt. San Antonio	1977	55	630			
	1979	40	520	3,848,000	45	21,077
	1981	30	495			
	1982	36	567			
	1983	36	583			
	1984	57	595			
Mt. San Jacinto	1977	15	40			
	1979	18	44	--	--	3,135
	1981	19	36			
	1982	11	43			
	1983	13	51			
	1984	17	57			
Napa Valley	1977	38	172			
	1979	30	175	856,000	54	5,431
	1981	25	160			
	1982	36	150			
	1983	36	177			
	1984	48	165			

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
North Orange	1977	107	1,225			
	1979	105	1,165	6,939,000	55%	31,620
	1981	88	1,154			
	1982	103	1,109			
	1983	93	1,126			
	1984	89	1,156			
Ohlone	1977	16	159			
	1979	12	182	1,369,000	47	8,251
	1981	22	237			
	1982	24	237			
	1983	33	252			
	1984	23	245			
Palo Verde	1977	2	16			
	1979	1	12	72,000	41	590
	1981	0	5			
	1982	2	1			
	1983	0	4			
	1984	0	3			
Palomar	1977	125	341			
	1979	102	426	3,763,000	52	16,589
	1981	87	411			
	1982	97	332			
	1983	116	427			
	1984	115	459			
Pasadena	1977	196	782			
	1979	140	647	5,492,000	59	19,992
	1981	135	617			
	1982	129	617			
	1983	119	704			
	1984	141	602			
Peralta	1977	177	664			
	1979	164	542	7,355,000	51	40,053
	1981	134	455			
	1982	121	522			
	1983	140	497			
	1984	134	471			

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Redwoods	1977	15	305			
	1979	14	244	1,633,000	47%	10,526
	1981	12	224			
	1982	10	210			
	1983	13	262			
	1984	15	200			
Rio Hondo	1977	41	398			
	1979	23	294	3,450,000	52	11,642
	1981	16	275			
	1982	20	258			
	1983	14	200			
	1984	15	234			
Riverside	1977	154	333			
	1979	129	334	2,526,000	55	15,063
	1981	[illegible]	310			
	1982	[illegible]	337			
	1983	104	342			
	1984	96	314			
Saddle-back	1977	72	326			
	1979	104	315	2,338,000	38	25,048
	1981	111	373			
	1982	113	445			
	1983	134	509			
	1984	124	552			
San Bern-ardino	1977	101	556			
	1979	64	441	4,675,000	62	18,674
	1981	59	497			
	1982	75	471			
	1983	55	461			
	1984	62	349			
San Diego	1977	184	1,088			
	1979	162	862	6,560,000	51	44,977
	1981	151	855			
	1982	171	820			
	1983	178	952			
	1984	157	946			

APPENDIX A (Continued)

		Number of Transfers to		Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
San Francisco	1977	189	974			
	1979	157	821	7,782,000	67%	25,318
	1981	95	812			
	1982	105	805			
	1983	118	855			
	1984	114	784			
San Joaquin Delta	1977	82	511			
	1979	73	483	2,737,000	50	16,467
	1981	68	478			
	1982	94	539			
	1983	83	471			
	1984	81	532			
San Jose	1977	28	474			
	1979	23	412	3,871,000	47	21,170
	1981	13	389			
	1982	25	379			
	1983	29	395			
	1984	28	415			
San Mateo	1977	205	1,079			
	1979	189	888	2,270,000	52	33,673
	1981	152	858			
	1982	153	882			
	1983	159	853			
	1984	155	887			
Santa Ana	1977	27	418			
	1979	56	342	2,520,000	36	18,790
	1981	44	308			
	1982	29	341			
	1983	51	356			
	1984	47	302			
Santa Barbara	1977	302	237			
	1979	219	207	1,564,000	61	9,736
	1981	194	231			
	1982	217	218			
	1983	281	213			
	1984	251	235			

APPENDIX A (Continued)

		Number of Transfers to		Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Santa Monica	1977	323	489			
	1979	237	406	5,108,000	64%	18,452
	1981	225	445			
	1982	222	419			
	1983	214	395			
	1984	205	446			
Santa Rosa	1977	63	593			
	1979	81	573	2,997,000	45	19,333
	1981	89	600			
	1982	84	556			
	1983	77	589			
	1984	84	641			
Sequoias	1977	29	329			
	1979	37	271	1,225,000	54	7,486
	1981	48	308			
	1982	34	310			
	1983	27	303			
	1984	42	319			
Shasta-Tehama-Trinity	1977	31	239			
	1979	17	200	1,011,000	45	10,568
	1981	23	259			
	1982	29	252			
	1983	30	265			
	1984	25	263			
Sierra	1977	51	323			
	1979	38	263	1,485,000	49	9,671
	1981	29	253			
	1982	32	310			
	1983	42	354			
	1984	55	361			
Siskiyous	1977	8	59			
	1979	4	65	457,000	60	2,012
	1981	4	83			
	1982	6	69			
	1983	7	65			
	1984	11	65			

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
Solano	1977	61	223			
	1979	45	190	1,006,000	33%	9,829
	1981	43	195			
	1982	34	153			
	1983	47	167			
	1984	39	192			
Southwestern	1977	61	366			
	1979	24	298	2,167,000	42	12,941
	1981	33	256			
	1982	26	245			
	1983	30	250			
	1984	37	292			
State Center	1977	42	865			
	1979	42	785	2,824,000	48	17,760
	1981	28	783			
	1982	23	764			
	1983	18	748			
	1984	19	752			
Taft	1977	2	26			
	1979	2	25	204,000	63	1,183
	1981	2	40			
	1982	2	23			
	1983	1	24			
	1984	2	40			
Ventura	1977	219	687			
	1979	215	612	4,620,000	61	27,976
	1981	167	575			
	1982	209	610			
	1983	221	644			
	1984	215	714			
Victor Valley	1977	10	82			
	1979	10	74	220,000	47	3,782
	1981	6	77			
	1982	7	74			
	1983	7	87			
	1984	11	99			

APPENDIX A (Continued)

				Transfer Indices (1981)		
				Baccalaureate/ Transfer Courses*		
Community College or District	Year	Number of Transfers to UC	CSU	Workload (in hours)	Percent of Total Workload	Total Enrollment for Credit
West Hills	1977	6	69	327,000	34%	2,421
	1979	1	55			
	1981	1	53			
	1982	0	65			
	1983	1	45			
	1984	4	53			
West Valley	1977	142	742	3,983,000	56	23,681
	1979	104	696			
	1981	114	756			
	1982	100	760			
	1983	114	711			
	1984	107	750			
Yosemite	1977	62	561	2,187,000	50	15,676
	1979	53	462			
	1981	38	481			
	1982	50	483			
	1983	46	500			
	1984	59	512			
Yuba	1977	30	266	1,269,000	39	8,632
	1979	24	226			
	1981	25	254			
	1982	16	240			
	1983	27	225			
	1984	34	266			
TOTAL	1977	6,392	33,931	207,752,000	52%	1,191,953
	1979	5,654	30,458			
	1981	4,767	29,991			
	1982	5,130	29,806			
	1983	5,305	30,274			
	1984	5,257	30,134			

*One measure of a district's performance of the transfer function is the number of student contact hours it generates in baccalaureate level/transfer courses, together with the percentage of the total credit workload of each district which is in such courses. The implementation of the Course Classification System this year has yielded a preliminary set of data which have been used in this Appendix to indicate both volume and proportion of district workload in baccalaureate/transfer courses in 1980-81. Data have been taken from the March 1982 report of the Chancellor's Office, Course Classification System Report of Data Collection and Description of Offerings, with the exception of Long Beach City College for which the entries in the report were incorrect.

APPENDIX B

Ethnic Distribution of Community College Freshmen Age 19 and Under (Fall 1981) and Transfer Students to the University of California and the California State University (Fall 1984)

(In Percents)

			Ethnicity							
Community College	Group	Total N	American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
Allan Hancock	Freshmen	1,008	2.4%	2.8%	1.6%	5.7%	16.9%	70.7%	2.1%
	UC Trans	35	5.7	8.6	0.0	2.9	5.7	77.1	0.0
	CSU Trans	162	1.3	4.6	2.0	2.0	10.6	79.5	3.1
Antelope Valley	Freshmen	881	1.4	3.3	1.2	4.9	7.6	81.6	2.3
	UC Trans	31	0.0	10.3	6.9	13.8	3.4	65.6	3.2
	CSU Trans	134	0.8	4.5	1.5	6.8	4.5	81.8	1.5
Barstow**	Freshmen	145	1.8	1.8	0.0	10.8	28.8	56.7	0.0
	UC Trans	5	0.0	0.0	0.0	0.0	75.0	25.0	0.0
	CSU Trans	20	0.0	11.1	5.6	0.0	33.3	50.0	10.0
Butte	Freshmen	1,012			NO INFORMATION				
	UC Trans	8	0.0	0.0	0.0	0.0	14.3	85.7	0.0
	CSU Trans	345	0.6	2.5	0.0	1.6	7.0	88.3	5.2
Cabrillo	Freshmen	999	1.0	2.3	1.4	1.4	10.5	83.4	0.2
	UC Trans	179	0.0	1.3	0.0	0.7	4.6	93.4	9.5
	CSU Trans	227	2.4	2.9	0.0	0.5	4.3	89.9	3.5
College of the Canyons	Freshmen	538	1.9	0.4	0.4	3.5	4.4	89.4	0.0
	UC Trans	18	0.0	0.0	0.0	0.0	0.0	100.0	11.1
	CSU Trans	100	1.0	4.2	1.0	2.1	2.1	89.5	3.0
Cerritos	Freshmen	2,507	2.5	3.5	3.0	7.0	27.6	56.4	19.5
	UC Trans	48	5.0	15.0	5.0	15.0	17.5	42.5	2.1
	CSU Trans	481	1.1	11.6	2.9	2.7	22.4	59.2	5.4
Chabot**	Freshmen	2,609	2.3	5.7	3.9	11.2	12.3	64.6	0.0
	UC Trans	88	0.0	24.4	2.4	2.4	7.3	63.5	2.3
	CSU Trans	535	1.4	9.3	3.7	6.9	6.3	72.4	3.2

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Fili-pino	Black	Chicano	White	
Chaffey	Freshmen	1,241	1.2%	1.6%	0.8%	5.5%	15.2%	75.6%	2.8%
	UC Trans	24	4.5	9.1	0.0	4.5	4.5	77.4	8.3
	CSU Trans	275	0.8	8.3	0.8	4.3	11.8	74.0	4.7
Citrus	Freshmen	1,241	1.2	1.6	0.8	5.5	15.2	75.7	2.8
	UC Trans	22	0.0	5.6	0.0	5.6	0.0	88.8	4.5
	CSU Trans	243	0.9	5.1	1.9	5.6	13.9	72.6	7.8
Coast:									
Coastline	Freshmen	492	1.8	6.7	0.9	0.9	3.8	85.8	6.5
	UC Trans	4	0.0	25.0	0.0	0.0	0.0	75.0	0.0
	CSU Trans	39	0.0	21.1	0.0	2.6	0.0	76.3	2.6
Golden West	Freshmen	2,099	2.6	5.9	1.2	1.3	5.7	83.2	4.4
	UC Trans	58	0.0	20.8	1.9	0.0	5.7	71.6	3.4
	CSU Trans	502	1.3	14.0	0.6	0.4	4.5	79.1	3.6
Orange Coast	Freshmen	3,287	3.4	5.0	0.9	1.2	7.5	82.0	4.7
	UC Trans	225	1.0	13.0	0.0	1.0	6.3	78.7	5.3
	CSU Trans	903	1.0	9.7	0.6	0.6	4.5	80.6	3.8
Compton	Freshmen	590	2.0	1.5	0.0	89.4	7.1	0.0	2.2
	UC Trans	4	0.0	0.0	0.0	100.0	0.0	0.0	0.0
	CSU Trans	100	0.0	2.2	0.0	83.3	5.6	8.9	6.0
Contra Costa:									
Contra Costa	Freshmen	735	0.9	6.4	0.0	39.4	8.8	44.5	4.1
	UC Trans	28	0.0	17.5	8.7	21.7	4.3	47.8	0.0
	CSU Trans	130	0.9	20.3	1.8	26.5	8.0	42.5	9.2
Diablo Valley	Freshmen	2,599	0.3	3.4	0.3	3.2	3.7	89.1	3.6
	UC Trans	212	0.0	7.8	1.0	1.5	4.8	84.9	0.9
	CSU Trans	804	1.2	4.6	1.2	2.9	2.6	87.5	3.7
Los Medanos	Freshmen	588	2.0	1.6	0.0	6.2	15.7	74.5	4.4
	UC Trans	19	0.0	6.3	0.0	0.0	6.3	87.4	10.5
	CSU Trans	87	1.2	1.2	7.2	6.0	8.4	75.9	3.4

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Fili-pino	Black	Chicano	White	
Cuesta	Freshmen	782	0.9%	1.1%	1.6%	1.4%	5.9%	89.1%	16.5%
	UC Trans	19	0.0	6.2	0.0	0.0	6.2	87.5	12.5
	CSU Trans	276	0.0	1.5	1.2	1.9	3.9	91.5	4.0
College of the Desert	Freshmen	679	0.8	0.2	1.8	4.5	25.8	66.9	0.0
	UC Trans	31	0.0	3.3	3.3	6.7	40.0	46.7	3.2
	CSU Trans	118	1.8	2.8	0.9	2.8	16.5	75.2	5.1
El Camino**	Freshmen	2,634	0.9	6.7	1.2	23.1	10.6	57.5	1.9
	UC Trans	122	0.9	14.0	1.8	8.0	8.0	67.3	1.6
	CSU Trans	774	1.2	10.8	1.5	12.2	10.7	63.6	3.6
Foothill-De Anza:									
De Anza	Freshmen	909	1.6	7.5	1.2	1.5	5.7	82.5	19.1
	UC Trans	96	2.2	22.7	1.1	1.1	1.1	71.8	2.1
	CSU Trans	661	1.6	11.9	1.6	2.2	4.6	78.1	3.6
Foothill	Freshmen	740	0.7	4.3	1.6	4.3	7.4	81.6	17.4
	UC Trans	118	0.9	15.0	0.9	4.7	4.7	73.8	6.8
	CSU Trans	357	0.6	9.0	0.6	5.3	3.1	81.4	5.0
Gavilan	Freshmen	491	4.0	3.5	2.0	0.9	24.6	65.0	3.7
	UC Trans	17	0.0	14.3	0.0	0.0	14.3	71.4	5.9
	CSU Trans	86	2.4	3.7	1.2	0.0	11.0	81.7	2.3
Glendale	Freshmen	1,112	1.8	4.2	3.2	0.9	20.8	69.1	0.0
	UC Trans	71	0.0	7.8	4.7	0.0	23.4	64.1	0.0
	CSU Trans	398	0.3	15.0	2.6	1.7	11.3	69.1	2.0
Grossmont:									
Cuyamaca	Freshmen	288	2.5	4.2	1.1	0.0	10.9	81.3	0.0
	UC Trans	1	0.0	0.0	0.0	100.0	0.0	0.0	0.0
	CSU Trans	46	2.4	7.3	0.0	0.0	4.9	85.4	4.3
Grossmont	Freshmen	1,745	2.3	2.4	0.8	2.6	6.8	85.1	0.0
	UC Trans	42	0.0	5.1	2.6	2.6	2.6	87.1	2.4
	CSU Trans	522	1.2	4.5	0.8	3.1	5.2	85.2	4.2

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Fili-pino	Black	Chicano	White	
Hartnell	Freshmen	787	2.4%	3.3%	5.1%	1.5%	27.2%	60.5%	3.2%
	UC Trans	38	0.0	5.6	11.1	0.0	22.2	61.1	5.3
	CSU Trans	189	0.0	6.6	6.6	2.8	19.9	64.1	2.6
Imperial Valley*	Freshmen	598	1.1	0.6	0.7	6.1	64.8	26.7	0.0
	UC Trans	15	0.0	6.7	0.0	0.0	80.0	13.3	0.0
	CSU Trans	122	0.0	4.4	0.9	0.0	63.2	31.5	4.1
Kern:									
Bakersfield	Freshmen	1,426	2.6	0.4	0.6	8.7	20.1	67.5	0.0
	UC Trans	25	0.0	13.6	0.0	0.0	18.2	68.2	0.0
	CSU Trans	370	1.7	2.3	1.1	5.7	14.5	74.6	3.0
Cerro Coso	Freshmen	187	0.6	0.0	1.1	2.2	3.3	92.8	0.0
	UC Trans	4	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	37	2.9	0.0	2.9	2.9	0.0	91.2	8.1
Porterville	Freshmen	332	2.5	0.3	2.2	5.3	21.2	68.5	0.0
	UC Trans	3	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	69	4.7	1.6	4.7	1.6	21.9	65.6	4.3
Lake Tahoe	Freshmen	80	0.0	2.5	0.0	1.3	1.3	94.9	1.2
	UC Trans	8	0.0	0.0	0.0	0.0	0.0	100.0	12.5
	CSU Trans	33	0.0	0.0	0.0	0.0	0.0	100.0	3.0
Lassen**	Freshmen	232	4.7	0.0	0.0	3.1	1.6	90.6	0.0
	UC Trans	2	0.0	0.0	0.0	0.0	50.0	50.0	0.0
	CSU Trans	43	5.6	2.8	0.0	0.0	5.6	86.0	4.6
Long Beach	Freshmen	1,541	1.4	5.8	2.3	15.9	6.4	68.2	2.8
	UC Trans	59	1.7	20.7	0.0	6.9	8.6	62.1	1.7
	CSU Trans	512	0.4	14.2	1.3	10.7	6.9	66.5	4.3
Los Angeles:									
East Los Angeles	Freshmen	1,742	0.6	7.4	0.8	2.1	80.7	8.4	6.8
	UC Trans	38	0.0	27.8	0.0	0.0	63.9	8.3	2.6
	CSU Trans	360	0.9	26.7	1.6	3.2	53.0	14.6	7.8

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Fili-pino	Black	Chicano	White	
Los Angeles City	Freshmen	1,366	1.0%	9.8%	6.3%	41.7%	28.0%	13.1%	7.5%
	UC Trans	59	0.0	32.0	6.0	6.0	20.0	36.0	0.0
	CSU Trans	336	1.6	24.2	5.1	28.4	16.8	23.9	5.4
Los Angeles Harbor	Freshmen	1,518	1.0	8.7	6.0	19.2	18.3	46.8	7.4
	UC Trans	30	0.0	7.1	7.1	3.6	7.1	75.1	6.7
	CSU Trans	337	1.6	9.0	3.1	14.0	12.5	59.8	4.2
Los Angeles Mission	Freshmen	229	0.5	1.0	1.5	18.0	39.0	40.0	12.2
	UC Trans	10	11.1	0.0	0.0	0.0	33.3	55.6	0.0
	CSU Trans	42	0.0	11.1	0.0	19.4	36.1	33.3	9.5
Los Angeles Pierce	Freshmen	3,186	3.3	3.3	0.9	5.5	15.3	71.7	11.2
	UC Trans	113	1.0	9.6	0.0	0.0	4.8	84.6	0.9
	CSU Trans	752	1.1	6.0	0.7	2.4	5.1	84.7	4.5
Los Angeles Southwest	Freshmen	810	0.1	0.1	0.0	97.7	2.1	0.0	9.0
	UC Trans	5	0.0	33.4	0.0	66.6	0.0	0.0	0.0
	CSU Trans	110	0.0	1.0	1.0	96.0	0.0	2.0	4.5
Los Angeles Trade-Tech	Freshmen	1,298	2.6	3.2	1.0	56.1	28.0	9.1	6.4
	UC Trans	4	0.0	0.0	0.0	66.6	33.4	0.0	0.0
	CSU Trans	123	0.0	9.8	0.9	71.4	10.7	7.1	6.5
Los Angeles Valley	Freshmen	1,513	3.5	5.6	1.0	11.8	42.2	35.9	12.2
	UC Trans	81	0.0	4.2	0.0	1.4	8.5	85.9	1.2
	CSU Trans	494	0.4	8.7	1.3	5.4	7.6	76.5	6.5
West Los Angeles	Freshmen	801	1.8	3.3	0.6	70.9	6.1	17.3	8.7
	UC Trans	13	0.0	8.3	0.0	25.0	0.0	66.7	0.0
	CSU Trans	149	0.8	7.6	0.0	58.8	4.6	28.2	8.7
Los Rios:									
American River	Freshmen	2,694	1.8	2.7	0.9	6.4	5.3	82.9	3.8
	UC Trans	172	1.8	6.1	0.0	3.7	8.6	79.8	2.3
	CSU Trans	719	2.2	4.2	0.6	3.2	5.5	84.2	3.9
Cosumnes River	Freshmen	706	1.5	3.5	2.4	16.4	9.5	66.7	3.5
	UC Trans	24	0.0	16.7	4.2	4.2	12.4	62.5	0.0
	CSU Trans	154	0.0	7.9	2.2	8.6	8.6	72.7	7.8

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
Sacramento City	Freshmen	1,383	1.3%	10.6%	1.6%	20.1%	18.1%	48.3%	4.5%
	UC Trans	111	0.0	21.2	0.0	7.1	13.1	58.6	2.7
	CSU Trans	587	1.5	21.3	2.0	11.6	10.3	53.3	3.9
Marin:									
Indian Valley	Freshmen	355	1.5	2.3	0.6	0.6	2.0	93.0	1.1
	UC Trans	5	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	71	0.0	2.8	0.0	4.3	4.3	88.6	1.4
Marin	Freshmen	882	0.8	2.5	0.4	2.2	2.6	91.5	1.6
	UC Trans	86	0.0	3.9	0.0	0.0	1.3	94.8	2.3
	CSU Trans	273	0.0	4.5	0.4	1.6	2.4	91.1	7.0
Mendocino	Freshmen	268	6.5	0.8	0.0	1.1	6.9	84.7	1.5
	UC Trans	7	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	43	2.6	0.0	0.0	2.6	2.6	92.1	9.3
Merced	Freshmen	1,073	1.2	2.2	0.6	6.3	21.1	68.6	0.0
	UC Trans	11	0.0	0.0	0.0	9.1	9.1	81.8	0.0
	CSU Trans	233	1.9	2.3	1.4	5.6	10.2	78.6	3.4
Mira Costa	Freshmen	551	1.1	4.0	0.7	8.3	16.0	69.9	0.0
	UC Trans	24	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	97	0.0	0.0	0.0	6.3	9.5	84.2	1.0
Monterey Peninsula	Freshmen	481	0.9	7.2	5.2	16.0	3.6	67.1	4.2
	UC Trans	68	3.4	12.1	0.0	3.4	5.2	75.9	5.9
	CSU Trans	166	3.6	14.3	5.7	13.5	3.6	59.3	4.2
Mount San Antonio	Freshmen	2,738	1.5	3.0	0.0	7.0	25.4	63.1	3.4
	UC Trans	57	0.0	13.2	0.0	9.4	22.7	54.7	5.3
	CSU Trans	595	0.4	10.8	1.6	7.7	19.1	60.4	5.6
Mount San Jacinto	Freshmen	477	0.9	0.4	0.0	3.6	15.4	79.7	0.0
	UC Trans	17	0.0	0.0	0.0	0.0	31.3	68.7	0.0
	CSU Trans	57	5.6	0.0	0.0	3.7	9.2	81.5	1.8
Napa	Freshmen	1,091	0.8	1.2	1.4	2.7	5.6	88.3	4.0
	UC Trans	48	0.0	8.7	6.5	0.0	13.0	71.8	2.1
	CSU Trans	165	1.3	3.3	2.0	3.3	3.3	86.7	6.7

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity: American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
North Orange: Cypress	Freshmen	1,857	1.8%	4.8%	1.4%	1.3%	9.7%	81.0%	0.0%
	UC Trans	32	0.0	17.2	0.0	3.4	10.4	69.0	6.3
	CSU Trans	432	0.8	11.3	2.3	1.5	10.1	74.0	3.9
Fullerton	Freshmen	2,601	1.2	3.8	0.3	1.7	11.8	81.2	0.0
	UC Trans	57	0.0	12.2	0.0	2.0	8.2	77.6	1.8
	CSU Trans	724	1.3	7.9	0.4	1.0	8.4	80.9	3.4
Ohlone*	Freshmen	1,137	0.7	8.8	0.0	4.1	8.5	77.9	0.0
	UC Trans	23	0.0	10.0	0.0	0.0	5.0	85.0	4.3
	CSU Trans	245	1.3	9.8	3.1	3.6	9.3	72.9	4.5
Palo Verde	Freshmen	80	0.0	1.2	1.2	7.5	40.0	50.0	0.0
	UC Trans	0	--	--	--	--	--	--	--
	CSU Trans	3	0.0	0.0	0.0	0.0	50.0	50.0	33.3
Palomar	Freshmen	1,615	1.6	2.1	0.0	0.8	8.6	86.9	2.8
	UC Trans	115	0.9	10.5	0.0	0.9	4.8	82.9	3.5
	CSU Trans	459	0.7	5.6	0.9	2.3	8.4	82.1	3.5
Pasadena	Freshmen	2,146	0.6	3.4	0.0	13.5	15.5	66.9	3.1
	UC Trans	141	1.7	14.0	1.7	7.4	10.7	64.5	0.7
	CSU Trans	602	0.2	12.1	0.8	9.5	12.5	64.8	4.8
Peralta: Alameda	Freshmen	608	1.8	8.4	0.0	60.0	8.0	21.8	7.7
	UC Trans	40	2.5	7.5	0.0	27.5	7.5	55.0	0.0
	CSU Trans	108	0.0	15.0	6.0	40.0	6.0	33.0	5.6
Feather River	Freshmen	132	1.8	1.8	0.0	6.2	0.0	90.2	14.4
	UC Trans	5	0.0	0.0	0.0	0.0	0.0	100.0	20.0
	CSU Trans	24	0.0	0.0	0.0	4.2	4.2	91.7	0.0
Laney	Freshmen	489	1.3	8.7	0.0	66.2	4.9	18.9	7.2
	UC Trans	38	3.2	12.9	0.0	9.7	0.0	74.2	2.6
	CSU Trans	170	1.3	18.8	2.0	34.9	4.0	38.9	7.6

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Filipino	Black	Chicano	White	
Merritt	Freshmen	685	1.4%	8.0%	0.0%	61.1%	3.2%	26.3%	4.4%
	UC Trans	49	0.0	18.8	0.0	10.4	6.3	64.5	0.0
	CSU Trans	160	1.4	12.8	2.7	30.4	0.7	52.0	5.6
Vista	Freshmen	72	1.7	6.7	0.0	48.3	16.7	26.7	16.7
	UC Trans	2	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	9	0.0	0.0	0.0	0.0	16.7	83.3	33.3
Redwoods	Freshmen	857	4.8	0.7	0.2	1.1	2.8	90.4	0.9
	UC Trans	15	0.0	15.4	0.0	0.0	0.0	84.6	13.3
	CSU Trans	200	4.9	1.1	0.0	0.5	1.1	92.4	6.0
Rio Hondo	Freshmen	1,298	2.8	1.5	0.0	1.6	48.2	45.9	0.0
	UC Trans	15	0.0	25.0	0.0	0.0	58.3	16.7	9.2
	CSU Trans	234	0.0	14.1	2.3	1.7	37.3	44.6	8.5
Riverside	Freshmen	1,679	2.8	1.2	0.5	12.1	13.3	70.1	2.5
	UC Trans	96	0.0	4.3	1.1	5.4	6.6	82.6	2.1
	CSU Trans	314	0.3	6.2	0.0	7.9	10.0	75.6	3.8
Saddleback	Freshmen	1,633	1.8	1.3	0.5	1.6	3.5	91.3	3.4
	UC Trans	124	0.0	7.7	0.0	0.9	3.4	88.0	4.0
	CSU Trans	552	1.0	4.3	0.4	0.8	5.5	88.1	5.2
San Bernardino:									
Crafton Hills	Freshmen	577	3.5	1.7	0.4	2.3	10.1	82.0	5.0
	UC Trans	27	3.1	9.4	0.0	6.3	34.4	46.8	7.4
	CSU Trans	112	2.8	1.9	0.0	3.8	12.3	79.2	0.9
San Bernardino Valley	Freshmen	1,725	3.2	1.1	0.1	14.9	23.6	57.0	2.6
	UC Trans	35	3.1	9.4	0.0	6.3	34.4	46.8	2.9
	CSU Trans	349	1.5	14.4	0.6	9.1	15.0	59.4	3.4
San Diego:									
San Diego City	Freshmen	723	1.6	3.2	3.1	34.5	26.9	30.7	2.4
	UC Trans	51	0.0	31.1	2.2	6.7	4.4	55.6	0.0
	CSU Trans	261	0.8	17.2	2.9	13.8	18.4	46.9	3.8

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity						Percent Unknown Ethnicity
			American Indian	Asian	Fili-pino	Black	Chicano	White	
San Diego Mesa	Freshmen	1,928	1.6%	4.3%	3.5%	8.3%	6.4%	75.9%	2.3%
	UC Trans	102	0.0	17.4	3.3	4.3	8.7	66.3	4.9
	CSU Trans	655	1.0	6.0	3.2	3.4	7.2	79.2	8.2
San Diego Miramar	Freshmen	154	7.0	3.5	9.0	4.2	7.7	68.5	3.2
	UC Trans	4	0.0	33.3	0.0	0.0	0.0	66.7	0.0
	CSU Trans	30	0.0	7.1	3.6	10.7	7.1	71.4	6.7
San Francisco	Freshmen	2,030	0.7	33.9	11.6	15.7	12.5	25.6	3.7
	UC Trans	114	0.0	56.6	4.0	0.0	10.1	29.3	0.9
	CSU Trans	784	0.4	46.0	5.3	9.8	7.7	30.8	10.5
San Joaquin Delta	Freshmen	1,862	2.0	3.9	3.9	4.9	18.1	67.2	3.9
	UC Trans	81	0.0	16.4	5.5	2.8	15.0	60.3	2.5
	CSU Trans	532	1.0	13.4	2.3	3.7	9.0	70.6	3.6
San Jose: Evergreen Valley*	Freshmen	362	1.7	10.6	0.0	5.8	15.8	66.1	0.0
	UC Trans	21	0.0	21.0	5.3	0.0	15.8	83.3	0.0
	CSU Trans	189	0.6	20.3	6.0	12.0	13.8	47.3	5.3
San Jose City*	Freshmen	250	0.8	8.8	0.0	3.2	11.6	75.5	0.0
	UC Trans	7	0.0	16.7	0.0	0.0	0.0	83.3	0.0
	CSU Trans	226	0.0	16.7	0.9	7.9	13.0	61.6	2.2
San Mateo: Canada*	Freshmen	714	0.5	2.3	0.8	10.3	6.5	79.6	1.0
	UC Trans	30	3.8	7.7	0.0	0.0	3.8	84.7	0.0
	CSU Trans	169	1.4	6.8	0.7	2.0	5.5	83.6	7.1
San Mateo*	Freshmen	2,185	0.3	5.5	2.0	5.5	8.1	78.6	1.2
	UC Trans	119	0.9	10.0	2.7	0.0	9.1	77.3	0.8
	CSU Trans	548	0.2	8.9	1.8	2.6	7.0	79.5	6.2
Skyline*	Freshmen	846	1.2	7.1	6.2	9.5	13.9	62.0	0.7
	UC Trans	6	0.0	0.0	0.0	16.7	0.0	83.3	0.0
	CSU Trans	170	0.7	11.8	4.9	6.2	11.8	64.6	11.2

APPENDIX B (Continued)

Community College	Group	Total N	Ethnicity American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
Santa Ana	Freshmen	1,187	0.6%	5.6%	0.4%	2.3%	23.1%	67.7%	0.0%
	UC Trans	47	0.0	41.0	2.6	2.6	17.9	35.9	6.4
	CSU Trans	302	0.7	22.7	1.1	3.6	10.1	61.9	4.3
Santa Barbara	Freshmen	1,069	1.4	1.3	0.2	2.1	14.1	80.9	0.0
	UC Trans	251	1.3	3.5	0.4	0.8	8.0	84.0	2.8
	CSU Trans	235	0.5	3.7	0.0	2.3	8.8	84.7	6.4
Santa Monica	Freshmen	1,916	1.3	6.9	1.0	20.8	10.8	59.2	0.0
	UC Trans	205	1.1	11.5	1.1	2.9	7.5	75.9	0.5
	CSU Trans	446	0.5	10.7	0.1	9.4	8.2	71.1	3.6
Santa Rosa	Freshmen	1,767	5.3	1.3	0.4	1.6	4.0	87.4	6.0
	UC Trans	84	2.5	5.1	0.0	1.3	2.5	88.6	3.6
	CSU Trans	641	1.0	4.5	0.3	1.5	4.7	88.0	4.2
Sequoias	Freshmen	1,208	3.0	1.3	0.5	3.4	23.4	68.4	3.9
	UC Trans	42	0.0	0.0	0.0	0.0	15.0	85.0	0.0
	CSU Trans	319	1.7	2.7	1.4	0.7	15.3	78.2	3.4
Shasta	Freshmen	1,705	3.3	0.4	0.1	0.4	2.4	93.3	1.8
	UC Trans	25	0.0	4.0	0.0	0.0	4.0	92.0	0.0
	CSU Trans	263	2.0	0.4	0.0	2.0	3.7	91.8	3.8
Sierra	Freshmen	1,385	2.3	1.0	0.0	0.5	5.2	91.0	0.0
	UC Trans	53	1.8	5.5	0.0	3.6	3.6	85.5	0.0
	CSU Trans	361	0.9	2.9	0.0	0.3	3.2	92.7	3.0
Siskiyous	Freshmen	267	6.6	0.0	0.0	3.5	3.9	85.9	3.4
	UC Trans	11	0.0	0.0	0.0	0.0	10.0	90.0	0.0
	CSU Trans	65	0.0	1.7	0.0	6.9	12.1	79.3	7.7
Solano	Freshmen	960	1.9	4.3	6.9	17.7	7.1	62.1	0.1
	UC Trans	39	2.8	11.1	5.6	11.1	11.1	58.3	2.6
	CSU Trans	192	0.5	7.8	3.9	8.9	6.7	72.2	3.6
South-western	Freshmen	1,127	1.6	2.6	7.8	4.2	37.8	46.0	0.0
	UC Trans	37	0.0	8.8	14.8	0.0	23.5	52.9	2.7
	CSU Trans	292	0.8	8.0	10.2	6.4	29.5	45.1	5.1

APPENDIX B (Continued)

			Ethnicity							
Community College	Group	Total N	American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
State Center:									
Fresno	Freshmen	2,119	1.3%	2.6%	0.9%	8.9%	24.1%	62.2%	4.7%
	UC Trans	16	0.0	12.5	0.0	0.0	25.0	62.5	0.0
	CSU Trans	615	0.9	4.8	0.5	6.6	15.7	71.5	4.4
Kings River	Freshmen	626	1.1	3.4	0.5	1.8	34.1	59.1	0.3
	UC Trans	3	0.0	0.0	0.0	0.0	50.0	50.0	0.0
	CSU Trans	137	0.0	3.1	0.0	0.8	22.6	73.4	2.9
Taft	Freshmen	114	2.7	0.9	0.0	5.4	7.1	83.9	0.0
	UC Trans	2	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	40	7.7	0.0	0.0	15.4	2.6	74.3	2.5
Ventura:									
Moorpark	Freshmen	1,356	0.9	1.2	0.3	1.8	8.3	87.5	0.0
	UC Trans	70	2.9	1.5	0.0	0.0	8.8	86.8	1.5
	CSU Trans	338	0.9	4.0	0.3	1.2	5.6	88.0	2.1
Oxnard	Freshmen	340	1.8	4.0	7.0	15.0	41.3	30.9	0.0
	UC Trans	10	0.0	0.0	11.1	33.3	0.0	55.6	10.0
	CSU Trans	44	2.4	11.9	4.8	14.3	26.2	40.5	0.0
Ventura	Freshmen	1,420	2.3	2.3	2.4	2.9	22.6	67.5	0.0
	UC Trans	135	0.8	5.6	4.8	0.8	17.6	70.4	1.5
	CSU Trans	332	1.5	4.4	1.9	0.9	10.9	80.4	1.8
Victor Valley	Freshmen	353	0.9	0.6	0.0	4.5	8.7	85.3	0.0
	UC Trans	11	0.0	0.0	0.0	0.0	20.0	80.0	9.1
	CSU Trans	99	1.1	2.2	3.2	4.3	8.6	80.6	4.0
West Hills	Freshmen	314	3.3	1.0	1.6	6.5	24.2	63.4	0.3
	UC Trans	4	0.0	0.0	0.0	0.0	66.7	33.3	0.0
	CSU Trans	53	2.0	2.0	2.0	2.0	16.0	76.0	3.8
West Valley:									
Mission	Freshmen	568	0.9	12.7	5.1	2.5	17.4	61.4	6.9
	UC Trans	19	0.0	64.7	0.0	0.0	0.0	35.3	0.0
	CSU Trans	120	0.0	36.8	3.8	3.8	9.4	46.2	5.0

APPENDIX B (Continued)

			Ethnicity						
Community College	Group	Total N	American Indian	Asian	Fili-pino	Black	Chicano	White	Percent Unknown Ethnicity
West Valley	Freshmen	2,152	1.8%	5.8%	0.5%	1.4%	6.7%	83.8%	10.8%
	UC Trans	88	1.2	28.4	0.0	2.5	6.2	61.7	3.4
	CSU Trans	630	1.5	8.7	0.3	0.8	5.3	83.3	4.1
Yosemite:									
Columbia	Freshmen	241	0.4	0.0	0.0	1.4	4.1	94.1	8.7
	UC Trans	7	0.0	0.0	0.0	0.0	0.0	100.0	0.0
	CSU Trans	68	0.0	4.7	0.0	3.1	3.1	89.1	5.9
Modesto	Freshmen	1,469	1.1	1.6	0.0	1.3	11.8	84.2	2.5
	UC Trans	52	0.0	6.3	4.3	2.1	4.3	83.0	1.9
	CSU Trans	444	1.2	2.9	0.7	1.0	10.0	84.2	8.3
Yuba	Freshmen	855	3.6	1.9	0.8	1.6	9.9	82.2	4.7
	UC Trans	34	3.1	6.3	0.6	9.4	12.5	68.7	2.9
	CSU Trans	266	1.2	4.8	0.0	4.8	9.2	79.9	2.6
TOTAL	Freshmen	105,271	2.0	4.1	1.6	10.1	16.7	65.5	7.5
	UC Trans	5,257	0.9	12.2	1.5	3.3	9.6	72.5	2.7
	CSU Trans	30,134	1.0	9.6	1.6	6.4	9.7	71.7	4.6

*Because of incomplete coding of the high school of origin, all first-time freshmen age 19 and under have been included in the computation.

**Fall 1982 data since information was not available for Fall 1981.

REFERENCES

California Postsecondary Education Commission. *Access in a Broader Context: College-Going Rates in California*. Commission Report 78-14, October 1978.

--. *College-Going Rates in California: Fall 1978 Update*. Commission Agenda Item, September 16, 1979.

--. *College-Going Rates in California: 1979 Update*. Commission Report 81-3, January 1981.

--. *California College-Going Rates and Community College Transfers, 1980*. Commission Report 82-2, January 1982a.

--. *Update of Community College Transfer Student Statistics, June 1982*. Commission Report 82-24, June 1982b.

--. *Update of Community College Transfer Student Statistics: Fall 1982*. Commission Report 83-11, March 1983.

--. *Update of Community College Transfer Student Statistics: Fall 1983*. Commission Report 84-10, March 1984.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

1020 Twelfth Street, Sacramento, California 95814 Telephone (916) 445-7933

A state agency created in 1974 to assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs through statewide planning and coordination.

MEMBERS

Representing the General Public:

Seth P. Brunner, Chairperson	Sacramento
C. Thomas Dean	Long Beach
Seymour M. Farber	San Francisco
Patricia Gandara	Sacramento
Ralph J. Kaplan	Beverly Hills
Roger C. Pettitt	Los Angeles
Sharon N. Skog	Mountain View
Thomas E. Stang, Vice Chairperson	Los Angeles
Stephen P. Teale	Modesto

Representing the Regents of the University of California:

Sheldon W. Andelson	Los Angeles

Representing the Trustees of The California State University:

Claudia H. Hampton	Los Angeles

Representing the Board of Governors of the California Community Colleges:

Peter M. Finnegan	San Francisco

Representing the Independent California Colleges and Universities:

Jean M. Leonard	San Mateo

Representing the Council for Private Postsecondary Educational Institutions:

Darlene M. Laval	Fresno

Representing the State Board of Education:

Angie Papadakis	Rancho Palos Verdes

ALTERNATE REPRESENTATIVES

Representing the Regents of the University of California:

Yori Wada	San Francisco

Representing the Trustees of The California State University:

Celia I. Ballesteros	San Diego

Representing the Board of Governors of the California Community Colleges:

Jane M. Tolmach	Oxnard

Chairman **Hawkins**. I have several other questions that I don't want to get too deeply into. I will supply those to you, and would appreciate a reply to the letter concerning this.

Dr. Reynolds, you mentioned teacher preparation and with an emphasis on minority students. In what way is this facilitated?

It would seem to me that we are falling behind rather than catching up. If the pool from which these individuals are going to be drawn is itself shrinking, it is pretty obvious from your testimony as well as that of others that you will have fewer qualified persons to draw from.

Is it likely that this can be accomplished within the context of the budget cuts, some of which you say you would depend on but which obviously seem to be diminishing, unless we can reverse the recommendations that have already been made?

But even assuming that we don't, that we stand still, would you still have the number of possibilities in a pool from which you can make this? And if not, just where do you intend to get this large number of teachers that you say will be needed?

Isn't this a serious situation in which we are talking about what we need? And if we can assume that the efforts of this committee and other committees will fail and we will not be able to get these programs continued even at the current funding level, then what can we expect?

Ms. **Reynolds**. Congressman Hawkins, you are very perceptive, because our efforts in teacher education, I think, would be the most damaged by major budget cuts.

One of the things Chancellor Hayward mentioned was student indebtedness. People that go into public school teaching can never expect large financial reward; they can certainly not now and they never will.

To expect students—and we very much want to, all of us hand-in-hand, encourage more minority students. Once again, we have actually lost a percentage of minority students going into teaching.

But to reverse that, we cannot encourage people to take on enormous burdens of indebtedness and then go enter a life of social service. It is an absurd situation.

Therefore, I think you are absolutely right; our efforts to pull ourselves together, to make teacher education a university-wide commitment on each of our campuses will be blunted if these cuts occur. We would just be unable to indicate to students that teaching is really a career that we strongly believe our most able and competent students should go into.

The time is right to put more dollars into teacher education. There is a demand for teachers, a need for teachers.

For the first time, we are reawakening this intention amongst our students. Some of our best and brightest are getting interested again in teacher education.

If you forgive me, I don't want to produce a nation of Yuppies. You all know what Yuppies are. We need more people in teaching.

We are starting to see some of that. To cut it off at this point would be a tragedy.

Chairman **Hawkins**. Well, thank you.

Mr. Goodling.

Mr. **Goodling**. Thank you, Mr. Chairman.

I wasn't going to ask any questions, but I will ask one. I hear it said time and time again, year after year after year after year, that schools of education within our colleges and universities are probably failing young people more than any other educational effort, perhaps.

I just wondered what your reaction is to that?

Ms. **Reynolds**. Well, that, of course, Mr. Goodling, has been lower for a while. On the other hand, nationwide there has been a real turnaround in education. We are trying to see fruits of it.

I serve on the National Commission on Teacher Education, appointed by Secretary Bell and Director Justiz, that will be coming out shortly with a major report on teacher education which is optimistic and solid and good.

I think all higher education leadership has become very concerned about teacher education over the last 3 to 4 years, and we have really made enormous improvements. They are starting to bear fruit.

Our system started to work on this some 3 years ago internally. We have increased the requirements to get into teacher education programs, increased the stress on basic skills.

There is a nationwide concern, reform, positive reinforcement of teacher education.

Mr. **Goodling**. Mary Lou Zoglin, does that ring a bell?

Mr. **Hayward**. Yes. Yes, she is a member of the Coast Community District.

Mr. **Goodling**. Say hello to her. She was the valedictorian of my class of 1950. I was not the salutorian.

Mr. **Hayward**. I will.

Mr. **Goodling**. If Mayor Bradley cannot clear his desk, I can.

Mr. **Hayward**. Thank you.

Chairman **Hawkins**. Mr. Kildee.

Mr. **Kildee**. I want to thank the witnesses for their testimony and will certainly transmit this to Congressman Bill Ford's committee, also, because he certainly is deeply interested in these proposed cuts.

I look at myself. I was one of the first students many, many years ago in my neighborhood to go on to college. One of the very first in my high school, a very small high school, to go on to college. Since then, there has been kind of a growth in my area.

I live in the same neighborhood I was born in. There has been a real growth until the last few years, and you begin to see now, in Flint, MI, but for a variety of reasons, a decline. I just know that, empirically looking around the neighborhood.

There is a decline in the number of students in that neighborhood going to college. There has been a growth since I started, but I see the decline and I see it as something not good for the nation as a whole, not only because the individual suffers but the nation suffers because of that.

I am sure I would not have been a teacher, obviously, had I not gone to college, of course. I only went to college because my uncle died in a timely way, really; that is where the money came from to go to college. Anyway I got out of that bind really in that sense there.

Now that I mention that, I hope Uncle Sam doesn't die on these students who want to go to college, too.

Mr. **Hayward**. That is right.

Mr. **Kildee**. So I appreciate your testimony.

Chairman **Hawkins**. Mr. Owens.

Mr. **Owens**. I am particularly concerned about the pool of college students, graduates who might be available for the teacher profession. We can't ignore the fact that large numbers of those should be black because of the tremendous need for teachers in the inner city public schools which are predominantly minority in certain areas of the country, predominantly black.

For that reason, I am concerned about the efforts you make particularly in your community college program to identify the late achievers, late bloomers who will be encouraged to go on to the last 2 years and become teachers.

Are there any special incentives there?

Mr. **Hayward**. We have special programs in the individual districts and so does the State university and University of California, I might add, very special programs to identify youngsters in junior high particularly, which seems to be a critical point for decisionmaking about college.

If they don't take the right courses by the time they finish high school, they are unlikely to go on to college. That is a major thrust.

In the community colleges, the average age of our student now is about 30 years old. We have a lot of people coming back to college who may in fact have not taken advantage of the high school opportunities that were available to them, and several of them have gone on and are now successful teachers in the State.

We are working very closely with the university and with the State university system to promote the notion that the teaching profession is the finest profession. It is the biggest challenge, deserves more dollars, and it ought to be the place where the best and brightest of our students go.

Mr. **Owens**. Would you say the number of black students is declining in the community colleges, also?

Mr. **Hayward**. Yes, the number of blacks have declined. There are a number of reasons for that.

One is that this year for the first time ever tuition was imposed in California. It is modest by other standards of other States, but it had a negative impact in California, particularly in urban areas and particularly among blacks. There are other factors as well, but that has been one factor that is new for just this year.

We are very concerned about reversing that trend.

Ms. **Reynolds**. Could I just add to that? I don't want to leave the committee with the impression that black enrollment and Hispanic enrollment in CSU has decreased, because it has not.

Black enrollment nationwide dropped a tenth of a percentage point over the past 5 or 10 years. It is a significant and disturbing drop.

The State of California has funded us with programs to increase minority enrollment, including another one this year, and Mr. Mack was most supportive of that.

Our intense efforts have kept our black enrollment and Hispanic enrollments increasing each year, but they are not up to where they should be with respect to representation in the State's population.

Mr. **Owens**. Thank you.

Mr. **Hayward**. Mr. Owens, I might add that something the committee has mentioned earlier and I am sure will be brought up by the other speakers, one of the problems is that the pool of black and Hispanic students who graduate from high school is decreasing. The dropout rate has got to be a major source of our concern, not only for those of us in higher education but throughout education.

Unless we address that problem, a very, very significant—we will face a problem further down the road.

Mr. **Owens**. That is why I was impressed with the fact that anybody 18 or older can go to community colleges, whether they have a diploma or not. A lot of late achievers would have a second opportunity. Without that diploma, they can go to the transfer program.

Mr. **Hayward**. We are very proud of that tradition in this State.

Mr. **Owens**. Thank you, Mr. Chairman.

Chairman **Hawkins**. Mr. Hayes.

Mr. **Hayes**. Mr. Chairman, in the interest of time and because of the comprehensive prepared statements we have been blessed with from these two witnesses, I will forego any questions or comments.

Chairman **Hawkins**. Thank you, Mr. Hayes.

Thank you, Dr. Reynolds and Chancellor Hayward for very excellent testimony.

The next panel will consist of Dr. Harry Handler, superintendent, Los Angeles Unified School District; Dr. Rex Fortune, superintendent, Inglewood Unified School District; and Dr. Robert Wentz, superintendent, Clark County Schools, Las Vegas, NV.

Ms. **Smith**. Congressman, the chancellor promised me a minute of his time. I am from the community.

Chairman **Hawkins**. Well, which chancellor are you referring to?

Ms. **Smith**. It would just take one second.

Mr. **Hayward**. Ms. Smith did approach me before the committee. I was just talking to your consultant about the possibility of giving her 1 minute some time in the course of your day.

Chairman **Hawkins**. Would you have the time to refrain to a more convenient time since I have already announced the other panel?

Ms. **Smith**. I am here and it will just take 1 minute.

Chairman **Hawkins**. I will call on you at the end of this panel.

Ms. **Smith**. All right. Thank you.

Chairman **Hawkins**. I was not aware of this, and for that reason, I had announced the next witnesses, Dr. Handler, Dr. Fortune and Dr. Wentz.

STATEMENT OF HARRY HANDLER, SUPERINTENDENT, LOS ANGELES UNIFIED SCHOOL DISTRICT: REX FORTUNE, SUPERINTENDENT, INGLEWOOD UNIFIED SCHOOL DISTRICT; AND ROBERT WENTZ, SUPERINTENDENT, CLARK COUNTY SCHOOLS

Mr. **Handler**. Thank you, Mr. Chairman.

Chairman Hawkins. Dr. Handler, we are particularly pleased to call on you because of the remarkable cooperation and support you have given this committee and this city of Los Angeles. We look forward to your testimony.

Mr. **Handler.** Thank you very much, Mr. Chairperson.

Chairman **Hawkins.** May I say to you, Doctor, if you would refrain a moment, that the prepared statements of all the witnesses will be entered into the record in their entirety, and if you care to summarize from those statements, it will mean that both your summary as well as the full statement will also be in the record. So that may accommodate some time. It is not applied to you personally, obviously, but it applies to all the witnesses.

Dr. Handler.

Mr. **Handler.** Thank you very much, Mr. Chairman. I have submitted a prepared statement and I will highlight some of the key points of that statement.

Mr. Chairperson, members of the subcommittee, surely I am honored and pleased to be invited and share with you the concerns we have relative to the impact on the Los Angeles Unified School District of the proposed budget.

For purposes of setting the scene for my remarks, I would like to give you a few details about our district.

We are the second-largest school district, sir—second largest school district—in the Nation in terms of K through 12. We have a 566,000 enrollment and 710 schools and centers.

We are a culturally rich and diverse community and our students speak in excess of 80 languages other than English. Obviously, they don't know 80 languages; we have more than 80 languages in addition to English represented by our students.

Our ethnic distribution is Hispanic, 52.1; black, 20.2; white, 19.8; Asian-Pacific islander, 7.5; and American Indian/Alaskan Native is a quarter percent.

Nearly 2 years ago, the President's National Commission on Excellence in Education issued its widely heralded report, "A Nation At Risk." Reform became the key word.

Yet today, 21 months and 11 days after emergence of "A Nation At Risk," we are gathered here to analyze a proposed Federal Government that will reduce rather than expand public support for public education.

Each of the members of the committee, I am certain, is familiar with the report, and may I suggest this: When you have time, look at page 33, in which there is a direct statement indicating the responsibility of the Federal Government not only to provide leadership but to provide resources to assist in achieving objectives and goals in that report.

Should the current funding proposals for fiscal year 1986 be adopted, Federal funds to our district would be reduced by approximately $13.4 million. This, obviously, does not include purchasing power losses and the effects of the freeze, and as has been said earlier, a freeze is a cut.

As you are aware, virtually all Federal funds are categorical in nature, designated for specific young people with specific needs.

In our case, we are talking about young people who come from homes that are economically poor, who come from situations which the majority of the students involved are minority and/or in addition have difficulty with the English language.

For the 1980–81 fiscal year, the district received $129.4 million in Federal aid. That includes adult education but not child nutrition funds.

Using the GNP deflator as a measure of purchasing power, the district would need 27 percent more today, $237.8 million this year, in order to stay even in 1984–85 with 1980–81.

Current estimates indicate that current income for the general fund and adult education will be $163 million, which represents approximately a one-third reduction in 1980–81 dollars.

I understand the dollars go up but in terms of the purchasing power and in terms of the number of people to be served, the purchasing power goes down, and the number of people to be served goes up.

Specifically, our analysis of the proposed Federal spending programs reveals the biggest loss will be in child nutrition funding, almost $11 million in our district.

Currently our Food Services Program daily serves approximately 186,000 breakfasts, 88 percent are free; 311,000 lunches, 77 percent free. And the dollar value of food and supply purchases which the district purchases annually from private industry totals $64 million.

The impact of these cuts will be a major increase in the price of the reduced price meals by as much as 25 cents and substantial decreases in the number of children who will be able to afford meals.

For 25 cents added to the 10 cents we presently charge for breakfast, for 25 we presently charge for reduced price meals for lunch may not sound like much, but that is every day per child for the same families that now will be paying an additional money for transportation if they have a job, paying more for energy costs, paying more for medical care, and we don't think that that is in the best interest of a sound educational program.

We just learned of a last-minute budget proposed by the administration to eliminate additional funding of 14 cents per meal for free and reduced price meals and instead increase USDA donated commodities by the same amount. Well, the USDA commodities are fine, but not all of them are the kinds of things that you would want to provide for a child for lunch or breakfast.

Then there are additional storage costs. We estimate this could be another $6 million cut for us.

The budget proposals also eliminate all Federal support to meet special needs of immigrant and refugee students. For our district, that means a loss of nearly $3 million.

When we talk about refugee students, I should add that in our district, approximately 125,000 of our students are limited English proficient.

Our biggest concern is, because they affect the largest numbers of students, are proposed freezes in such areas as chapter I, chapter II, bilingual education, adult education, and education for the handicapped students.

Our student population over the past 3 years has increased by approximately 30,000 students in 3 years. Our projections for the next 5 years suggest an average increase again of about 10,000 students per year and most of the new students coming into this district need special assistance.

Yet, as our needs increase we are being forced to make major reductions in supplemental programs that are required to assist these students.

I have referenced how far we have fallen from the 1980-81 funding levels. Our chapter I entitlement is a good example.

Chapter I for 1981 was $50.2 million, which increased for 1984-85 to $59.4. But during this period, the number of students served by the program increased from approximately 193,000 students to approximately 215,000 students, and we still have approximately 100,000 students in our district who would be eligible were there funds to serve them.

As a result, the per-pupil rate from 1980-81 to 1984-85 increased by 6 percent and, as I referenced earlier, if you take inflation into consideration it should have been increased by 27 percent.

There is an area of great concern to us which the Federal Government has never considered appropriate for support: funding for student housing. I believe that the time is upon us as far as urban schools are concerned, because cities and States can no longer do it alone, for the Federal Government to become involved in housing for students.

The people of California have attempted to accept the challenge for classroom housing and repair of deteriorating buildings.

I asked our staff to look at what that means for us, and when we assume we get our fair share of the $1 billion for capital outlay, and assuming all the classrooms are built by 1990, taking into consideration our projections of student growth, in 1990 with our fair share of the $1 billion, of those finished we will have 60,000 students in our district for whom there will not be any seats.

I believe it is time for the Federal Government to begin to provide financial support for a problem that is far greater than the states can resolve.

Surely the people of California have accepted the challenge to improve the quality of education in our schools. In the last 2 years, more than $2 billion in new money have been allocated for new program improvement.

But this commitment on California's part should not mean the Federal sector can be relieved of its obligations to continue to improve support for academic achievement for students.

We are just coming off a 5-year period of where in our district we cut $175 million in programs. In the past 2 years, we have had the best 2 years in a long time, but as many of you know, representatives of the California Roundtable assisted in providing the impetus for additional funds for schools in California. But they have put it in writing, acknowledging you do not erase the negative effects of 20 years of deprivation with a 2-year effort.

For me there appears to be an annoying inconsistency when we note that our state is attempting to strengthen instructional programs while the Federal Government is obviously withdrawing its support.

While standards are being raised, it surely is inappropriate to reduce the level of support services that many of your young people with special needs must have in order to meet the new standards.

Taxpayers of California pay much more tax to the Federal Government than to the State, and while the State increases support for public education, the Federal Government reduces its support.

National pronouncements related to the need for smaller class size, higher salaries for teachers, standards and salaries which attract people to the profession, sustain their interest in remaining in the profession, are laudable. But what happens to our credibility as a nation when we say that education is our No. 1 priority and then support recommendations that erode rather than strengthen our efforts?

In 1981, Mr. Chairperson, I had the privilege of testifying before your Committee on Education and Labor and in that testimony, I made the statement that an investment in public education is an investment in national defense. That wasn't that profound, but I am pleased to hear it repeated in much more eloquent statements since 1981.

Well, I understand the Federal education cuts are being proposed to help reduce the Nation's deficit. We have an appreciation for how serious the problem is and we greatly respect the difficult problems that you have to wrestle with.

But to deny a child every possible opportunity to develop fully intellectually is to create an irreversible national deficit.

Thank you very much.

Chairman HAWKINS. Thank you, Dr. Handler.

[Prepared statement of Handler Handler follows:]

PREPARED STATEMENT OF HARRY HANDLER, SUPERINTENDENT, LOS ANGELES UNIFIED SCHOOL DISTRICT

Mr. Chairperson and members of the Subcommittee on Elementary, Secondary, and Vocational Education. Thank you for this opportunity to participate in the second of your regional hearings and to present testimony regarding the impact of Federal funding policies on the education of young people in Los Angeles.

For purposes of setting the scene for my remarks, may I describe a few details about the Los Angeles Unified School District. It is the Nation's second largest school district with elementary and secondary combined enrollment of nearly 566,000 students in 710 schools and centers. We are culturally rich and diverse in nature, with more than 80 languages, other than English, spoken by our students. Our district's ethnic distribution this year is Hispanic, 52.1 percent; black, 20.2 percent; white, 19.8 percent; Asian/Pacific Islander, 7.5 percent; and American Indian/Alaska native, .25 percent.

In 1981, Mr. Chairperson, I was given an opportunity to present testimony to a panel, which you chaired, of the House Committee on Education and Labor. The purpose of that hearing was similar to the purpose of today's meeting—to review the decreasing role of the Federal Government in support of elementary and secondary education. In urging Congress to reverse the alarming trend of reducing the total number of Federal dollars allocated to education, I made the statement that "an Investment in Public Education is an Investment in National Defense." Surely, this wasn't an original thought. Many of my colleagues in education, and others in public life, were echoing the same and similar thoughts. That statement was made to reflect the realization of many of us that our Nation was engaged in a worldwide struggle for economic survival—and that surely our most potent and effective resource in this arena was not just a well-educated citizenry, but a superior educated citizenry.

Then, nearly 2 years ago the President's National Commission on Excellence in Education issued its widely heralded report, "A Nation at Risk," to President Reagan. Subsequent reports by Theodore Sizer, John Goodlad, Ernest Boyer and other national leaders in education and commerce told us the same thing—that the Nation's schools were in deep trouble.

The state of education became a national issue. All of these reports painted a dismal pictue of America's educational system. Their theme? America is in a fight, not for economic leadership, but for economic survival. The solution? Improve America's educational structure!

"Reform" became the key word. Yet today, 21 months and 11 days after the emergence of "A Nation at Risk," we are gathered here to analyze a proposed Federal Government support program for public school education that would:

Terminate educational programs currently funded at a level of $1 billion.

Make cuts in programs totaling $309 million, and

Freeze—actually a cut—funding levels in such programs as child nutrition, block grants for the disadvantaged and handicapped, vocational education, math and science, bilingual education, and impact aid.

Surely, we have not forgotten, or have we, the Excellence Commission's recommendation tucked away on page 33 of its report. It states: "The Federal Government has the primary responsibility to identify the national interest in education. It should also help fund and support efforts to protect and promote that effort. It must provide the national leadership to ensure that the nation's public and private resources are marshalled to address the issues discussed in this report."

Among those issues in the report were excellence and equity for all students, improvement of educational opportunities for the poor, for those disadvantaged, and/or for those whose primary language is not English.

These are the very areas in which the Federal Government, in the last two decades, has made its presence felt. For our Nation's urban school districts the increasing Federal financial involvement in these areas has enabled us to help many young people achieve social and economic success. Yet, these are the very areas which now appear to be headed for substantive reductions in support, if not their complete elimination.

In Los Angeles, the effect on the instructional program can best be described in one word—devastating.

The current year's budget for operation of the Los Angeles Unified School District totals approximately $2.4 billion. Of this amount, slightly in excess of $176 million comes from Federal funds. Should the current funding proposals for fiscal year 1986 be adopted, Federal funds to the district would be reduced by approximately $13.4 million. This obviously does not include purchasing power losses related to inflation.

The argument could logically be advanced that a loss of $13.4 million in a budget of $2.4 billion could hardly be called "devastating."

However, as you are aware, virtually all Federal funds are categorical in nature and most are highly targeted to meet specific needs. In the case of urban school districts, such as ours, the bulk of these funds are allocated to schools populated primarily by children who are economically poor, of minority descent, and/or whose native language is not English. These Federal funds supplement and enrich the basic instructional programs and are designed and conducted to assist the specific needs of these children and young adults.

When taken in that context, the $13.4 million actual reduction, plus the impact of a freeze—which translates into an actual cut—does indeed result in a devastating negative impact on the lives of children.

The impact is compounded when one considers the effect of Federal Government funding policies in our district, since the present administration came into office.

For the 1980-81 fiscal year the district received $129.4 million in Federal Income to the District's General Fund, including Adult Education Programs, but not including Child Nutrition Funds. Using the GNP deflation as a measure of purchasing power, the District would need almost 27 percent more, or $237.8 million, this year, 1984-85, just to stay even with 1980-81. Current estimates indicate that Federal Income for the General Fund and Adult Education Fund this year will be about $163 million, which represents a one-third reduction in 1980-81 dollars.

Specifically, our analysis of the proposed Federal spending programs reveals that the biggest single loss of dollars will be in Child Nutrition program funding—almost $11 million. As you know, the primary purposes of the National School Lunch and Breakfast Programs are:

To improve the nutritional well-being and learning readiness of all of the Nation's school children.

To provide free and reduced price meals for the Nation's school children from low income families.

Currently, our food services program daily serves approximately 186,000 breakfasts, 88 percent of them free—311,000 lunches, of which 77 percent are free. The dollar value of food and supply purchases which the district purchases annually from private industry totals $64 million. The impact of these cuts will be a major increase in the price of reduced price needs, by as much as 25 cents, and substantial decreases in the number of children who will be able to afford nutritious meals.

Recently, we have just learned of a last minute budget proposal by the administration to eliminate additional funding (14 cents per meal) for free and reduced price meals and, instead, to increase district entitlement to USDA donated commodities by the same amount.

The potential impact of this proposal on the district's school meal program is as follows:

If adopted, the proposal would reduce food variety by substituting what USDA decides to buy and donate to school districts for the choices of food available for cash on the open market. An annual additional cash loss to the Cafeteria Fund of about $6 million is involved.

This district, like many others, does not accept all donated commodities, due to storage problems and costs and the unacceptability of certain foods to our student population. We currently accept only about 30 to 40 percent of donated commodity offerings. Thus, the cash flow would not be fully made up by the entitlement to additional commodities.

A second major area in which the district will be impacted will be in providing special assistance to recent arrivals in Los Angeles from many foreign countries.

Los Angeles has always been a major port of entry for immigrants from Mexico, and Central,and South America. The fact that our student population now is 52 percent Hispanic—and 63 percent Hispanic in kindergarten—attests to this. More recently, we have also become a major port of entry for immigrants from Asian countries.

The budget proposals would eliminate all Federal support to meet the special needs of immigrant children. For our district such action would mean the loss of nearly $3 million in the Immigrant Education, Transition for Refugee Children, and Indochinese Vocational Education Programs.

It could be argued that, from a national viewpoint, elimination of funding for Refugee and Immigrant Education Assistance Programs is a relatively minor issue. Nationally, that may be true, but for Los Angeles, other California cities,and other major ports of entry in the Nation, it is a crucial and vital issue. I would urge that the programs not be eliminated, but, rather, augmented from present levels.

Our biggest concerns, because they affect the largest number of children, are the proposed freezes in such programs as chapter 1, chapter 2, bilingual education, vocational education, adult education, and education for handicapped students.

The proposed freezes place Los Angeles and other urban school districts in a curious situation which severely damages our ability to provide appropriate educational assistance to young people.

On one hand, our student population is increasing by about 10,000 students annually. Most of those new students bring with them special needs which must appropriately be addressed with major funding from Federal sources.

Yet, on the other hand—as our needs increase—we are being forced to make major reductions in the very supplemental programs required to assist our new students.

I have already referenced how far behind we have fallen from the funding levels of 1981-82. Our chapter 1 program is a prime example.

The chapter 1 entitlement for the 1981-82 school year was $50.2 million. This amount increased to $59.4 million for the 1984-85 school year. During this period of time, the number of students served by the program increased from approximately 193,000 to approximately 215,000. As a result, the per-pupil rate from 1981-82 to to 1984-85 increased by only 6.6 percent while the funding level should have increased by the 27 percent I referenced earlier, when adjusted for inflation, just to keep even.

There is an area of great concern to us which the Federal Government has never traditionally considered for support. It is funding for student housing. I mention it now because I believe that the time is upon us when, as far as urban school districts are concerned, the condition of our buildings is such that cities and States no longer have the ability to assume the total costs of reconstruction and new construction.

The people of California have attempted to accept the challenge to provide classroom housing for the thousands of new students coming to our schools and to fix up deteriorating buildings. In the last 2 years nearly $1 billion have been voted for school construction—but it is not enough and we are falling further behind.

In Los Angeles, an increasing number of our schools are becoming severely overcrowded. Presently, more than 100,000 students are enrolled in 96 schools operated on a year-round basis. Several thousand other students are moved by bus to schools as far as 30 miles away where space is available.

By 1990, Los Angeles expects to spend all of its allocated State funding for construction and rebuilding—about $550 million. Yet, we will still have nearly 60,000 students who will not have classroom seats available to them.

I believe it is time for the Federal Government to begin to provide financial support for a problem that is far greater than the States and cities can resolve.

Surely, the people of California have accepted the challenge to improve the quality of education in our schools. In the last two years, more than $2 billion in new money have been allocated for program improvement. But this commitment on the part of California should not mean that the Federal sector can now be relieved of its obligation to continue to improve academic achievement for its students.

For me, there appears to be a noticeable inconsistency, when we note that our State is attempting to strengthen our instructional programs and the Federal Government is obviously withdrawing its support. We accept the need for reforms and we have been pleased to accept the challenge to improve our instructional programs. We agree that the standards of performance for students, administrators, teachers, and others involved in public education, need to be raised. But, while these standards are being raised, it surely is inappropriate to reduce the level of support services that many of our young people, with special needs, must have in order to meet the new standards.

The citizens of California pay a much greater amount of taxes to the Federal Government than to the State, But, while the State increases its support, the Federal Government reduces its support.

National pronouncements related to the need for smaller class size, higher salaries for teachers, standards and salaries which attract people to the profession and sustain their interest in remaining in the profession, are laudable. But, what happens to our credibility as a nation when we say that education is our number one priority and then support recommendations that erode rather than strengthen our efforts?

It is my conviction that the future course for our nation, as set forth by "A Nation at Risk" and other reports, will be determined in the schools of this country's urban cities. As a nation, as a people, we must not turn our backs on these children. The education proposals in the budget proposed by the administration do exactly that.

It must not be allowed to happen.

Federal education cuts are being proposed to help lower the Nation's deficit, but, to deny a child every possible opportunity to develop fully intellectually, is to create a national deficit which is irreversible.

Mr. Chairperson, this concludes my presentation. I will be pleased to respond to your questions.

Chairman HAWKINS. The next witness is Dr. Rex Fortune, superintendent, Inglewood Unified School District.

Dr. Fortune, I wish to congratulate you on your background in the field of chapter 1. I remember you as being on a panel under the previous superintendent of education of this State and the remarkable record that you performed while in that position, and it is a pleasure to have you before the committee this morning.

Mr. FORTUNE. Thank you so much, Congressman Hawkins, and members of the committee and members of the staff. I am pleased to address this committee on this timely topic.

I am Rex Fortune, superintendent of schools for the Inglewood Unified School District. We are neighbors to a much larger district you have just heard about.

We are responsible for administering a district with 15,000 students—that should be K through 12—approximately 8,000 students in our adult education program.

As the Congressman has indicated, for 11 years prior to coming here, we did have some responsibility for the administration of chapter I, chapter II, vocational education, career education, adult basic education, and a variety of similarly funded State education programs.

We were privileged to have the opportunity to work with various U.S. Department of Education staff, congressional staff members, and on the last two administrations, the White House staff.

In that regard, we are mindful of the sensitivity necessary to preserve the appropriate roles and decisionmaking process at the Federal, State, and local level.

These understandings made possible by years of work in public education, particularly in public policy development analysis, do not provide simple solutions to the major problems of American public education nor do they suggest a universally accepted position regarding the level of responsibility the Federal Government should assume in addressing those problems.

Over the years, however, we have many examples of Federal leadership in American public education. We observed the creation of the land grant colleges' and universities' establishment of job training programs, special help to children of low-income families, special help to the handicapped, the gifted, the limited English-speaking children, new efforts in science and math related to research, teacher training, and curriculum development following the Sputnik phenomenon, provision of adult literacy, and Federal expenditures for a number of demonstration programs.

In sum, the Federal Government has been very significant and very effective in the lives of thousands of people from preschool through professional school during several decades of the past half century. The Federal role has been especially effective in providing the equality of opportunity and justice for minorities, for the poor, and for others with special needs.

Therefore, the least acceptable national posture, at this juncture, is to abandon the Federal leadership in American education. Cutting the budgets of major programs and leaving to chance that the major educational problems will somehow resolve themselves is an inappropriate public policy for American education.

To this end, I trust that my testimony will be useful in establishing three points.

One, there is a continuing need for significant Federal leadership and support for public education.

Two, the specific proposed reduction expenditure in the President's budget or any other cuts of major federally supported programs should be unequivocally opposed by the Congress of the United States.

Three, there are ways that State and local partnerships involving businesses, postsecondary institutions, as well as elementary and secondary school districts could be further developed under Federal leadership to address some of the continuing major education problems, including: (a) Youth and unemployment; (b) university preparation and equal access to postsecondary education; (c) teacher training; (d) dropout prevention; and (e) extra help for disadvantaged, handicapped, and limited-English proficient students, along with the various support programs designed for them such as parent education, food and nutrition services, and drug and alcohol abuse programs.

These partnerships can preserve the State and local decisionmaking authority to implement programs under Federal leadership. Systems can be established without contributing to the national deficit, but may require some tax incentives for large-scaled sustained private sector support.

We make reference to the "Nation At Risk." We have heard several times today that that was a significant statement from the Federal Government. We await the resources to implement some of those suggestions.

I would like to move to the experience of the Federal programs in our Inglewood School District.

The Inglewood Unified School District participates in several of the major federally supported programs for education. We participate in ECIA chapter I for disadvantaged students, ECIA chapter II, free and reduced school lunch programs, vocational education, special education for handicapped, adult basic education, and Head Start programs.

In addition, we participate on a project basis in other programs including ESEA title VII bilingual projects.

Although the district does not administer programs regarding student loans for higher education, our high school graduates clearly would be affected by proposed reduction and availabiltiy of student grants or loans. The two largest programs in the Inglewood School District are ECIA chapter I and the free and reduced lunch program.

I would like to address two programs that deserve some comments. These are chapter I and chapter II.

Chapter I accounts for $2,183,123 for the 1984-85 fiscal year. These programs serve 15 of the 20 schools in the Inglewood Unified School District.

In the participating schools, an average of 64.7 percent of the students are supported by the ECIA Chapter I Program. In all, over 5,000 students participate.

That funding source, along with the State resources targeted to disadvantaged youth, has enabled our school district to supplement instruction in reading and mathematics and extend the involvement of parents as partners in the school.

ECIA Chapter I Program reduces the pupil-adult ratio for instruction and allows for the hiring for instructional aides to assist in small group instruction. Focused largely at the elementary level, the Chapter I Program has contributed to the increased performance of students on standardized tests.

We have observed growth in student achievement in language and mathematics over the last several years when funding has been available. We have observed the increased parent-community involvement via advisory groups and volunteer aides for the schools.

Moreover, these funds have provided opportunities for a number of local instructional aides to grow professionally to become regular classroom teachers and to fill other significant roles in our local school district.

Although there is no specific proposal to cut ECIA Chapter I funds as of this moment, we certainly want to speak strongly in favor of continuing this program with appropriate cost-of-living adjustments. A funding freeze in an escalating economy is tantamount to a budget reduction. I think we share that point with Superintendent Handler.

I would like to call to your attention that in the appendix we have taken time to describe the experience of one of our elementary schools that benefits from this ECIA Chapter I, a school with 99 percent minority students, 78 percent black, 20 percent Hispanic, 1.9 percent Asian. We describe what has happened over the years that chapter I has been present in that school in terms of growth of student achievement, increase of parent involvement, general productivity of the school.

This would be diminished if that budget of the school were to be reduced, even if it were not just to maintain the cost-of-living grants for chapter I. I make that reference to benefit elementary schools.

Our next comment is the free and reduced Lunch Program. In our district, this amounts to $1.45 million. We serve 6,901 students in the free lunch, 1,100 in the reduced lunch are for 7,946 students, over half our K-12 population. If this were reduced, many students now eligible for free breakfast and free lunch would be hungry.

We understand there is some consideration of eliminating Surplus Commodities Program, and my comment here speaks positively toward those savings. I don't suggest we accept that as a tradeoff for money, but you may be aware we can buy at considerably lower prices from the lists and if there is any reduction there, that is tantamount in a reduction for 8,000 students.

So cuts in the free and reduced Lunch Program would have a substantial negative effect on the populations served by the school district.

I would like to make brief comments in three other areas.

Vocational education: I know, Congressman Hawkins, this is a subject close to your heart, given the Humphrey-Hawkins bill. Since we have 175,000 for 2,500 students in the program, we are mindful of some of the findings of the recently published, unfinished agenda; the role of vocational education in high schools.

This was a national commission of secondary and vocational people that just published this document. They made some interesting observations that account for these States.

They looked at the Gallup poll of 1984 and found that adults generally conclude that after math and English, vocational education ought to be a priority area in the instruction of young people, particularly those not going to college.

I think about 83 percent of the adults surveyed said that. Interestingly, about 37 percent of the adults said that students who are going on to college ought to also have some access to vocational education.

The report observes about 80 percent of the jobs in America don't require college graduation and that most of the students would not finish 4 years of college. Yet, the participation rate in Vocational Education Programs is far less than 80 percent. It is true in my district and I suspect in others.

I will not go through the details of the report's findings. You may wish to review those. They appear on pages 9 and 10 of the testimony.

It does interact with the concern for dropouts, and I would make a comment there. I will acknowledge in our district our statistics are not as refined as they would be in the coming months, but we have made some observations and the statewide numbers are significant.

Young people in California between ages of 16 and 21 are unemployed at the rate of 40 percent in the State of California. We are told it is 50 percent in the city of Los Angeles. This was a State quote, Dr. Handler.

What is needed is a national strategy to move on an agenda to involving business, education, and labor in efforts to provide better training for students for employment upon completion of secondary education as well as postsecondary education.

I will mention Head Start in passing. I think we acknowledge the quality of that program, the involvement of parents, and need to protect that.

I would move to my final point, the issue of access to postsecondary education. There are a couple of observations.

Dr. Reynolds already pointed to the shrinking pool of blacks and Hispanics who are eligible upon leaving high school for admission into higher education. Those data were recounted in this testimony and I will not repeat that.

What I would like to do is suggest there are some good news stories about that. One is a small story, but I would like to take a moment to suggest that it could be a larger story.

This is the story in California of the math, engineering and science achievement program, MESA. The minorities who finished that program, about half Hispanic, half black, attend college at the 90 percent level. Two-thirds of them in math-based fields, by the way. Generally, they score from 50 to 74 points higher on the math SAT scores than other college-bound minority students.

This is an unusual partnership of business, postsecondary education, and secondary education to groom children while in high school and help them through admissions into the universities, and it is paired with a recently funded program, the minority engineering program, that occurs at 16 colleges in this State that now is helping them output the postsecondary education they have.

I raise that because on February 7, Theresa Hughes introduced assembly bill 610 that authorizes expansion of this existing program, which now occurs in 140 high schools statewide and serves about 4,000 students. I am suggesting this could be a national model if legislation at the Federal level were enacted to do so.

I have appended in appendix B a copy of that legislation introduced as state legislation in the State legislature.

The issue is not whether the very provision of that bill should be matched by Federal bills; but rather, this is an example of what I believe could occur if we had built into some Federal leadership model an effort that did involve the private sector, businesses in this case, industry, along with education in the elementary, secondary, and postsecondary level in a way targeted to a specific problem.

In this case they are targeting producing more high school students who are ready to go into engineering and other math-based fields. But I believe that model has some real promise in other areas as well. I suggest that to you in this statement.

In conclusion, a continuing effective role for the Federal Government in American public education is advised. A purpose of governmental intervention in a public education can be discussed in terms of the "public goods" argument.

I discuss things concerning national defense and justifying an entity that would not be provided.

My second point is that these federally supported programs have been effective in terms of improved performance of schools and students.

I recite the particular story in my district of Bennett Elementary School. But there are many studies that justify the title I story, Head Start, and specific programs in vocational education, and specific programs in postsecondary education regarding access to higher education.

The last point is that the President's budget as it relates to nutritional programs and student aid, and other examples of program reductions, ought to be opposed as congressional deliberations continue so that quality and effectiveness of programs that have been successful can be maintained.

In terms of the Federal leadership beyond the budget, I believe we need to have continued direction in the role of the private sector involved in national problems and keeping a value for local and State autonomy in the area of public education. This could be a partnership that would be useful.

Finally, Congressman Hawkins, we fully appreciate the opportunity to share these points of view with you and members of the committee. We are very proud of your leadership role in making this opportunity for public discussions possible.

We look forward to your leadership of the congressional committee, and we look to working with you for providing for the needs of students in American education.

Thank you.

Chairman **Hawkins**. Thank you. Thank you, Dr. Fortune.

[Prepared statement of Rex Fortune follows:]

Prepared Statement of Rex Fortune, Superintendent, Inglewood Unified School District, Inglewood, CA

INTRODUCTION

Honorable Congressman Augustus Hawkins, members of the House Committee of Education and Labor, honored staff and all guests, my name is Rex Fortune. I am the Superintendent of Schools for the Inglewood Unified School District in Inglewood, California.

I speak to you today from the vantage point of an administrator of a local district with 15,000 students in grades 3–12 and approximately 8,000 students in the Adult Education Program. I also bring to this discussion a background of more than 11 years as Associate Superintendent of Public Instruction responsible for state-wide administration of various federal programs operating in 1043 school districts in California, including ECIA Chapter I, ECIA Chapter II, Vocational Education, Career Education, Adult Basic Education a variety of similar state funded programs which serve over 7,000 public and non-public schools in California. I was also invited as co-founder of the California Alliance of Black School Educators and in that capacity have participated in the development of state and federal legislation and regulations regarding specially-funded programs for minority youth.

Having worked directly with the U.S. Department of Education, and with staff to Congressional committees and the White House staff under two administrations, I am mindful of the sensitivities necessary to preserve appropriate federal, state and local decision-making processes and accountability systems.

The experiences are not shared to suggest omnipotence. Rather, they are shared here to acknowledge that the understandings made possible by years of work with public education, policy development and analysis still do not provide simple solutions to the major problems in American public education systems. Nor do these experiences suggest a universally accepted position regarding the level of responsibility that the federal government should assume in addressing those problems.

Over the years, however, we have witnessed many examples of federal leadership in American public education. We observed the creation of land-grant colleges and universities; the establishment of vocational education and job training programs; special help provided to children of low-income families; special help for handicapped, gifted, and limited-English speaking children; new efforts in science and math related to research, teacher training and curriculum development following the Sputnik phenomenon; the provision to develop adult literacy; and federal expenditures for demonstration programs of all sorts.

In sum, the federal government has been very significant and very effective in the lives of thousands of people from pre-school through professional school during several decades of the past half century. The federal role has been especially effective in providing the equality of opportunity and justice for minorities, for the poor and for others with special needs. Therefore, the *least* acceptable national posture, at this juncture, is to abandon the federal leadership in American education. Cutting the budgets of major programs and leaving to chance that the major educational problems will somehow resolve themselves is an inappropriate public policy for American education.

To this end, I trust that my testimony will be useful in establishing three points.

1. There is a continuing need for significant federal leadership and support for public education.

2. The specific proposed reduction expenditure in the President's budget or any other cuts of major federally supported programs should be unequivocally opposed by the Congress of the United States.

3. There are ways that state and local partnerships involving businesses, post-secondary institutions, as well as elementary and secondary school districts could be further developed under federal leadership to address some of the continuing major education problems, including (a) youth and unemployment (b) university preparation and equal access to post-secondary education, (c) teacher training, (d) drop-out prevention, (f) extra help for disadvantaged, handicapped and limited-English proficient students along with the various support programs designed for them such as parent education, food and nutrition services, and drug and alcohol abuse programs.

These partnerships can preserve the state and local decision-making authority to implement programs under federal leadership. Systems can be established without contributing to the national deficit, but may require some tax incentives for large-scaled sustained private sector support.

The approach advocated in this number 3 would have the federal government assist in addressing the problems cited above and those listed in U.S. Secretary Terrell Bell's study "A Nation at Risk," and, at the same time, leave to state and local governments those appropriate levels of decision-making regarding details of administering the needed reforms.

INGLEWOOD UNIFIED SCHOOL DISTRICT PARTICIPATION IN FEDERAL PROGRAMS

The school district that I administer, the Inglewood Unified School District, participates in several of the major federally supported programs for education. We participate in ECIA Chapter I for disadvantaged students, ECIA Chapter II, free and reduced school lunch programs, vocational education, special education for handicapped, adult basic education, and head start programs. In addition, we participate on a project basis and other programs including ESEA Title VII bilingual projects. Although the District does not administer programs regarding student loans for higher education, our high school graduates clearly would be affected by proposed reduction and availability of students grants or loans. The two largest programs in the Inglewood School District are ECIA Chapter I and the free and reduced lunch program.

ECIA CHAPTER I PROGRAM

ECIA Chapter I accounts for two million one hundred eighty three thousand, one hundred twenty three dollars for the 84-85 fiscal year. These programs serve 15 of the 20 schools in the Inglewood Unified School District. In the participating schools, an average of 64.7% of the students are supported by the ECIA Chapter I program. In all, over 5,000 students participate. That funding source, along with the state resources targeted to disadvantaged youth, has enabled our school district to supplement instruction in reading and mathematics and extend the involvement of parents as partners in the school. ECIA Chapter I program reduces the pupil/adult ratio for instruction and allows for the hiring for instructional aides to assist in small group instruction. Focused largely at the elementary level, the Chapter I program has contributed to the increased performance of students on standardized tests. We have observed growth in student achievement in language and mathematics over the last several years when funding has been available. We have observed the increased parent/community involvement via advisory groups and volunteer aides for the schools. Moreover, these funds have provided opportunities for a number of local instructional aides to grow professionally to become regular classroom teachers and to fill other significant roles in our local school district. Although there is no specific proposal to cut ECIA Chapter I funds as of this moment, we certainly want to speak strongly in favor of continuing this program with appropriate cost-of-living adjustments. A funding freeze in an escalating economy is tantamount to a budget reduction.

I have appended a brief synopsis of Andrew Bennett Elementary school, Inglewood Unified School district, a ECIA Chapter I school, comprised of 99% minorities (Black-78%, Hispanic-20% and Asian-1.9%. This school ranked at the third percentile on the California Assessment Program in the fall of 1974. By 1979, students were achieving at the 68 percentile level in reading scores. Since 1979, third graders in that school have consistently scored above the 50th percentile in all areas of the California Assessment Program test. The story attributes this to the provision of extra resources, the strong leadership role of the principal and the diligence and dedication of teachers who believe that such students can learn given the extra opportunity.

FREE AND REDUCED LUNCH PROGRAM

It is our understanding that there are proposals to reduce the free and reduced lunch program, which in our district amounts to 1.45 million dollars and serves 6,801 students under the Free Lunch Program and 1,145 students on the Reduced Lunch Program for a total of 7,946 students. That number represents well over half of the school district's k-12 population. If this program were reduced, many students who are now eligible for breakfast programs or lunch programs would be hungry.

We further understand that there is some consideration of eliminating the surplus commodities program. This program allows school districts to purchase commodities such as apple sauce to beans, corn, and turkey at substantially reduced prices. For example, 24 cases of bone poultry have a free market value of $47.20, we purchase it for $3.50. Frozen ground beef, with a free market value of $6.92 is purchased at a price of $3.50. Six cases of dehydrated sweet potatoes have a free market value of $24.64; we purchase them for $3.50. Clearly, any reduction in the use of these surplus commodities would substantially reduce the effectiveness of the dollars currently provided to serve these 8,000 children in our school district.

In some schools, the eligible children represent 75–80% of the total enrollment of the school. Clearly, cuts in the free and reduced lunch program would have a substantial negative effect on the population served by our school district.

VOCATIONAL EDUCATION

The Inglewood Unified School District receives approximately $170,000 in federal vocational education funds which support 2,508 students currently participating in the various vocational education programs. This is an area that deserves much more attention and support, as we will discuss later especially because of the high degree of youth unemployment among minorities in inner-city areas. The National Commission on Secondary and Vocational Education recently published a document entitled, *Unfinished Agenda: The Role of Vocational Education in High Schools.*—Two points about this study are significant. First, it was supported by the federal government. Secondly, it is a recent statement about the needs of vocational education in America. The study says that the most recent gallop poll (1984) of the public's attitude towards public education found that the majority of the people believe that vocational education courses (out-ranked only by mathematics and English) should be required for students who are not planning to go to college, 83% felt that it should be required, and that is an increase from 64% in 1981. Further, 37% of adults surveyed felt that vocational education should be required for students planning to attend college. This confirms the growing public sentiment for the importance of vocational education even for students who are planning to attend college. The report observes that 80% of the jobs in America do not require college graduation and that most students will not, indeed, finish four years of college. Yet, the participation rate in vocational education programs is far below 80% of the students in public schools. The report had recommendations in several areas for improvements in the future, including:

1. Access to vocational education for all secondary students.
2. Equity of educational opportunity.
3. Improved curriculum for the content or a content of vocational education courses.
4. Improved teacher recruitment and teacher preparation for vocational education programs.
5. More effective leadership at the federal, state and local level.
6. Ready involvement of business, labor and the community in the vocational program.
7. Better use of field-based learning opportunities.
8. Closer interaction among the various levels of education.

There is some worry that, in California where there is an increased attempt to enroll students in college preparatory courses, the affect will be a diminishing of vocational education opportunities in the high school program. Recently, there has been a lot of attention paid to drop-outs from high schools who clearly will not have the college preparation courses.

One state official from the Employment Development Department of California notes that the number one problem facing California is the employment of high school drop-outs. He stated that over 30% of the high school drop-outs will never be employed nor are they employable. The significant fact is that if they are not employable, they will be relegated to Social Services and public assistance. For young people in California between the ages of 16 and 21 years, the unemployment rate is 40% for the State of California and 50% in the City of Los Angeles. That official speculated that many of these young people are drop-outs and have not had the benefit of vocational education. What is needed is a national strategy to move an agenda to involve the business, educational and labor community in an effort to provide better training for students for employment upon completion of post-secondary education.

HEAD START

This program is relatively new in our school district, although the community has had a Head Start Program for quite sometime.

The Head Start Program provides and wealth of participation in the education of young children as a part of its operation. It has lead to the early instruction of preschool students and is a tremendous boost to the preparation of children in our schools. We are not aware of any potential cuts in the program. But we do wish to state unequivocally that continued support from the federal government in Head Start programs is essential.

ACCESS TO POST-SECONDARY EDUCATION

The specific issue in the President's budget effecting access to post-secondary is the elimination of the National Direct Student Loans program which provides regards financial support to low and middle income families for post-secondary education.

A recent study by the California Post Secondary Education Commission describes the eligibility of California's 1983 graduates for admission to the state's public universities. Analysis of that report indicates that while a total of 13.2% of all high school students become eligible for admissions to the University of California, only 4.9% of the Hispanic students were eligible in 1983 and only 3.6% of the Black students were eligible in that year. For the 19 campuses of the California State University, 29% of all students became eligible for the State University system in 1983. However, 15.3% of the Hispanics were eligible and 10.1% of the Blacks were eligible. The significance is that a number of efforts still need to be made to assure that equal proportions of the state's largest minorities become eligible for the 4-year public institutions in the state. It is noteworthy that in those years 26% of the Asians or twice as many as the state-wide average became eligible for the U.C. system and 49% of the Asians became eligible for the California State University system where the state-wide average, was again, at 29%. These observations suggest that more than less is needed to prepare larger numbers of students from the under-represented minority groups for post-secondary education.

An example of extremely successful partnership involving business, industry, universities and public schools is the Math, Engineer, and Science Achievement (MESA) program which prepares minority students for post-secondary education at the 90% level. The MESA Program operates currently in California and in five other states in the nation. Currently, this program has a pre-college segment which serves some 140 high schools in California and a Minority Engineering Program (MEP) serving some 16 colleges and university campuses in California. The model has proven to be effective. It is small in terms of the number of dollars allocated, about $2.3 million. It brings together public funds and private contributions on a matching basis and has enjoyed foundation funding since its inception in 1970.

What is being suggested here is, in fact, a legislative proposal which has been introduced in the California State Legislature, Assembly Bill 610 by Assembly-woman Hughes, dated February 7, 1985. This bill would enact a statute which would authorize expansion of this existing program and could be a national model if legislation at the federal level were enacted to do so. The proposed statute is included in Appendix B.

More important than the legislative proposal is the track record of this program. The program serves largely Black and Hispanic high school students at the pre-college level. It should be noted that 90% of the students who graduate from high school, after having participated in this program go on to four years of university education and two-thirds of them attend universities majoring in engineering or some other math-based field. They score 50 to 75 points higher math SAT scores than California College-bound minorities and higher gpa's than minorities not participating in MESA. It is suggested here that a future role to improve long-term career development and occupational preparation could be through federal legislation to support a "MESA-type" program at the national level.

CONCLUSION

A continuing effective role for the federal government in American public education is advised. A purpose of governmental intervention in a public education can be discussed in terms of the "public goods" argument.

In general, the governments have a legitimate role in the provision of those roles which can not be provided to any individual without being provided simultaneously to many others, whether they want them or not. Economist, Robert Dorfman, made the point that markets can not tell how much of such goods, or what kind of goods, should be provided and that such decisions are universally made by other means, such as government. He contends that the provision of such goods can not be left to the individual, rather, they must be provided socially and equitably. Examples of such goods include the national defense, public health, quality of the labor force and the quality of American public education. For a more detailed discussion of this issue. I have attached an argument and history of federal involvement in public education and training quoted from a doctoral dissertation published in 1972 at Stanford University. (Appendix C)

Clearly, there is an appropriate role of the federal government in public education. Let me reiterate that federally supported programs have been effective in terms of improved performance of schools. That effectiveness is documented by the Inglewood Unified School District experience and by substantial bodies of national research regarding ESEA Title I programs, Head Start programs and selected vocational education programs and post-secondary education programs throughout the nation.

From the standpoint of the President's budget, nutrition services, financial aid to post-secondary education students and new partnerships involving the public and the private sector are examples of programs that the federal budget should continue to support.

In terms of federal leadership beyond the budget, there is need for continued direction for enhancing the role of the private sector in solving national problems in keeping with a value for local and state autonomy in the area of public education. This could include support for the partnership legislation which I have have described above.

Finally, Congressman Hawkins, we fully appreciate the opportunity to share these points of view with you and members of the committee. We are very proud of your leadership role in making the opportunity for public discussions possible. We look forward to your leadership as chairman of this Congressional committee and we stand willing to assist in any way to provide additional information regarding the need for continued leadership in American public education.

Thank you.

[Appendix A]

ANDREW BENNETT SCHOOL, INGLEWOOD, CA

(Written by Joseph Buckley, M.A.)

Bennett Elementary School is located in the city of Inglewood within the greater Los Angeles metropolitan area. It is a K-3 school of 460 children of whom 99.9% are minority—Blacks (78%), Hispanics (20%), and Asians (1.9%). Bennett School's goal since 1974 has been to prove that children in an all-minority school, many of whom come from lower income families, can learn as well as children who come from more privileged homes. The degree to which the teaching staff has successfully met this goal is truly astonishing: when the first CAP scores for reading achievement came out in the Fall of 1974, Bennett School ranked at the third percentile in the state and the lowest in the Inglewood Unified School District (which averaged in the 14th percentile). By 1979, Bennett students were achieving in the 68th percentile on CAP reading (while the district average had sunk to the 11th percentile). Such unimpeachable proof of educational excellence (and there are many similar proofs of Bennett's success) can be explained in terms of the history of the school since 1974.

The History of Bennett School.—Between 1970 and 1974 Bennett School, along with several other schools in the district, was involved in a special project called the "Open Structure School" which was patterned after the British Infant Schools. This "open-classroom," mixed-grade-level experiment had developed a reputation for "open chaos": parents were putting their children into private schools or moving out of the district altogether while the teaching staff, in spite of working evenings and weekends, was simply not educating children, as the CAP scores demonstrated. There was not a single set of basic reading books anywhere nor was there an identifiable reading, mathematics, or social studies program in any classroom. Classrooms primarily consisted of "interest centers" in which children were engaged in myriad different activities. The children were supposedly in individualized instruction programs and teachers worked long hours to prepare individualized learning packets and to replenish the interest centers. The end result of this experiment in educational innovation was that, by 1974, only those students who were certifiably "gifted" were able to read at all. Ninety-five percent of the student body was functionally illiterate. The solution to Bennett School's problems lay in an administrative shake-up. In 1974, a new principal was hired.

"Back to Basics": The new principal of Andrew Bennett School was a woman, an Asian-American with a master's degree in education from UCLA, and was the district's former testing psychologist. She is a no-nonsense administrator who immediately identified the challenge that lay before her: to focus the curriculum on basic skills and to upgrade the quality of the teaching staff. Using the disasterous CAP scores as a spur to motivate staff, she first turned her attention to the establishment of a comprehensive reading program. Staff and principal worked together to find a reading program that would meet two basic criteria: A systematic decoding program that provided teachers with all the materials and tools necessary to their job (so teachers would no longer continually be searching for or devising their own innovative teaching materials).

Research revealed that two reading program met these criteria—Distar and the Sullivan Reading Program. Both were based on solid learning theory in which: Learning tasks were broken into the smallest possible units; these units were sequentially built; there was much repetition to ensure mastery of specific skills immediate feedback was provided to the learner.

The staff settled upon the Sullivan Reading Program because it did not require special training as Distar does. A Sullivan consultant visited the school, the Houghton-Mifflin basal series was adopted, and the following year the district adopted the program because of the great strides made at Bennett School.

One of the ingredients in the success of the reading program has been the emphasis placed on teaching reading in kindergarten: "reading instruction begins in kindergarten—we don't wait for children to show us that they are ready, we begin teaching letter sounds on day one." Kindergarten reading is taught through the Pre-Reading Skills program (PRS) as the Sullivan program does not begin until first grade. Although the formal Distar Reading Program is not used, many teachers use the successful Distar technique for teaching sounds and blending. The entire school emphasized learning the alphabet by sounds rather than letter names. (Appendix A contains the Suggested Reading Program and Procedures and End of Year Criteria for Classification in Reading for the Bennett School Reading Program, K-3)

Another key ingredient is the massive stress laid upon reading schoolwide and across instructional programs. For example, social science and science classes primarily stress reading abilities. Teachers are unanimous in stating that the reason they know Bennett School is an achieving compensatory education school is because the students know how to read when they leave. Mathematics courses stress word problems and even enrichment activities are coordinated with the basic skills curriculum: field trips relate to social science or science topics, as do theatre and special events—students are always required to write stories about these special activities. Before the introduction of this "back to basics" approach students couldn't even read instructions on tests, a fact which no doubt contributed greatly to the poor CAP showing.

Mathematics and writing skills have been stressed in the same fashion. Teachers have developed their own curriculum materials in all areas to supplement publisher's materials. They have also established a list of objectives for reading, mathematics, and writing by grade level. The school employs full-time reading and mathematics specialists and a half-time compensatory education program coordinator. These specialists are highly praised by both administration and faculty. The Mathematics Specialist, for example, pulls students out of class for intensive learning laboratory sessions. By carefully coordinating each student's supplementary instruction with the regular classroom teacher, the specialist is able to accurately diagnose and treat deficiencies. Learning objectives are carefully set, tested, and charted by both the teacher and the specialist. (Appendix B presents K-3 mathematics requirements for Bennett School; Appendix C presents the K-3 writing curriculum; Appendix D presents an overview of curriculum materials available at Bennett School for the reading, mathematics, writing, and other programs.)

Strength of Principal Leadership.—Few who know of the Bennett success story would question the assertion that it is due in large part to the superior quality of both its principal and teachers. The principal has already been described as "no-nonsense"—a hard-nosed businesswoman who works hard and expects the same from her staff. She won't shrink from doing any task and expects her faculty to be productive: shirkers and unproductive teachers have long since been weeded out. The principal knows her staff well and draws upon their strengths by assigning tasks on the basis of an individuals's abilities. While she likes to solicit opinions from her staff, she doesn't hesitate to make her own decisions and stand by them. Once a teacher herself, she knows what is going on in the classroom—she knows what the teacher is up against and doesn't make unrealistic demands. The principal carefully monitors progress on a classroom-by-classroom basis. If a particular group is moving too slowly, she can intervene before too much time is lost. In addition, her testing expertise has allowed her to use CAP and CAT results to real advantage. Each year she analyses the results of district- and state-wide testing and provides in-service to the teachers on her analyses of test results. In this way the entire faculty becomes better each year in prescriptive teaching techniques. Yet on top of all of this, her interpersonal style is pleasant and unabrasive. She knows the names of every student (and of their parents) in her school and the basal level at which each is currently reading. She take times to give her teachers a great deal of positive feedback and believes that they are the real "doers and shakers" in her school.

Quality of the Teaching Staff and Instructional Effectiveness.—Both the administration and the faculty agree that there is a high quality teaching staff—this accomplishment is primarily the doing of the principal who has hand-picked the staff over the nine years of her tenure. Teachers are expected to work hard and those that aren't willing to do so have left voluntarily. An example of their dedication can be seen in the fact that nine out of 15 teachers are currently taking Spanish in response to demographic shifts in the community. The principal believes firmly in direct teaching and monitors classes on a regular basis to ensure that teachers are busy teaching and that students are on task. Thus, there is less busy work and more direct learning.

Teachers are given the freedom to use their own teaching methods and to develop their own unique teaching styles. As long as they are performing well in the classroom, there is little interference. Although team teaching is not mandatory, teachers will often "share" a student between their classrooms in order to allow the student to get the best of each teacher's abilities. The small-group teaching method is encouraged over individualized instruction because it is believed to be more cost-efficient and a better use of a teacher's time. Some individualized instruction takes place in the classroom on an as-needed basis but even in the reading and mathematics laboratories, there is a reliance on small-group techniques. In addition, teachers continuously share innovative ideas with each other. Staff development activities are scheduled at Bennett School as often as twice a month and often the sessions are presented by Bennett staff. The staff believe that, above all else, they offer their charges continuity in their educations: every teacher is teaching the same skills without any unnecessary overlap or disastrous gaps. The staff had to agree that "if the children were to learn and the school's test scores were to go up, everyone had to teach well—if only every other teacher taught well, the work of a good teacher would most likely be cancelled out by that of a poor teacher the next year: poor teachers would pull down the average school score every year."

Continuous Monitoring: The importance that is assigned to continuous monitoring at Bennett School is another reason for the school's success. On an administrative level, the principal continually monitors the teacher's effectiveness and charts class progress. On a pedagogic level, the district tests Spring-to-Spring with the CAT and student-specific feedback reports are made to each teacher at the beginning of the year. A number of the in-service training sessions provided to the staff during the year focus on the proper utilization of test results (see Appendix E). In addition, there is a large amount of competency-based testing during the term by both the Reading and Mathematics Specialists and by classroom teachers. The Mathematics Specialist has developed a kindergarten mathematics diagnosis test for both pre- and posttesting (Appendix F) because of the perceived insufficiency of the CAT kindergarten test. Students are tested and placed at their functional levels as new entries. Non-achieving students are held back.

The Environment: Many of Bennett School's children come from a deprived environment and they generally "know only what they are taught." For this reason, administration and faculty have high expections of their students. Homework is required every day of every student from kindergarten on. Homework kits explaining these requirements are sent home to the parents at the beginning of the school year. Bennett School operates out of an attractive physical plant: there are several programs to encourage students to be involved in the clean-up of the school grounds. It is worth noting that Bennett accomplishes what it does in spite of the fact that the school is operating beyond capacity—440 students are being educated in a building designed to hold 430. This could be due in large part to the comfortable student-teacher ratio of 1:28. While there are no indicators of overwhelming community support, it is up significantly from where it was when the "back to basics" drive started at Bennett. One of the best indicators of support is the fact that parents from out of the school's territory request that their children be assigned to Bennett, while parents that have taken their children out to put them into private school have re-enrolled them. Several years ago the PTA was shut down due to inactivity; now it has been restarted out of popular demand. There is a 90 percent attendance rate at parent-teacher conferences. In order to integrate the school into the community, the principal opened a child-care center (Appendix G) to babysit students before and after school. Most of the parents of Bennett children work—both fathers and mothers—so the center was immediately filled to capacity and a long waiting list was formed. The program has been so successful at Bennett that the district has adopted it.

Attempts at identifying the variables that contribute to instructional excellence within an environment as complex as an elementary school can often be exercises in frustration but in the case of Bennett School the recipe for success seems obvious: following a well-intentioned but nonetheless disastrous experiment with a non-structured educational innovation, a new school principal with strong pedagogical and administrative abilities began a "back to basics" campaign that established the primacy of a school-wide reading program, followed by mathematics and writing programs. By slowly building a high quality teaching staff around her and stressing the importance of the continuous monitoring of student progress, the principal was able to turn the school around and, out of failure, achieve success.

[Appendix B]

ASSEMBLY BILL No. 610

(Introduced by Assembly Member Hughes)

An act to add and repeal Chapter 3.5 (commencing with Section 8600) of Part 6 of the Education Code, relating to education, making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

AB 610, as introduced, Hughes. Education: mathematics, engineering, and science achievement program.

Under current law, the Mathematics, Engineering, and Science Achievement (MESA) program receives allocations of matching funds for specified programs it administers from the State Department of Education.

This bill would enact statutory provisions which codify the present structure and goals of the MESA program.

The bill would require the Regents of the University of California, if they so resolve, to submit an annual report regarding MESA, on or before January 1 of each year, commencing January 1, 1988.

This bill would also require the MESA program to develop a model comprehensive engineering and science career counseling preparatory program for junior high school pupils, as specified.

This bill would require the MESA program to establish pilot projects at a minimum of 3 centers located throughout California as specified.

This bill would require the California Postsecondary Education Commission to evaluate the effectiveness of those pilot projects, and to submit a report summarizing the evaluation, as specified, to the Legislature by September 1, 1989.

This bill would appropriate $350,000 to the State Department of Education for allocation for the costs of the last half of the 1985–86 fiscal year to the MESA program for purposes of funding the pilot projects established pursuant to the provisions of this bill.

The bill would specify that the funds appropriated by this bill for that purpose shall not be available for expenditure unless the MESA program obtained $175,000 in matching funds from the private sector in the 1985–86 fiscal year. Upon certification by the MESA program of the availability of matching funds, the bill would require the Superintendent of Public Instruction to transfer an amount equal to the amount of matching funds to the MESA program.

No provision of this bill would apply to the University of California, unless the Regents of the University of California, by resolution, make that provision applicable to the university.

This bill would make the provisions relating to the MESA program inoperative on June 30, 1990, and would repeal them as of January 1, 1991.

This bill would take effect immediately as an urgency statute.

Vote: 2/3. Appropriation: yes. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

Section 1 Chapter 3.5 (commencing with Section 8600) is added to Part 6 of the Education Code, to read:

CHAPTER 3.5. MATHEMATICS ENGINEERING, AND SCIENCE ACHIEVEMENT PROGRAM

Article 1. General Program

8600. The Legislature hereby recognizes that the connections made between the public and private sectors through the Mathematics, Engineering, and Science Achievement (MESA) program have resulted in better preparation of underrepresented students for college in mathematics- and science-based fields.

The Legislature further recognizes that the imposition of additional high school mathematics and English course requirements for admission to the University of California and the California State University requires that underrepresented students who aspire to professions in mathematics- and science-based fields be placed in the appropriate courses and receive comprehensive career counseling in grades 6 through 9.

It is the intent of the Legislature that the MESA program continue to coordinate the efforts of private industry and the segments of public education to improve the preparation of underrepresented students for college in math- and science-based fields, and that the MESA program operate under the direction of its governing board composed of representatives from private industry and the segments of public education.

8601. The Mathematics, Engineering, and Science Achievement (MESA) program is a cooperative effort by secondary and postsecondary educational institutions, working with private industry, to increase the number of students who graduate from college or university with the academic skills needed to gain employment in engineering, mathematics, and science-related professions in California. The goals of the program shall include, but not be limited to, all of the following:

(a) To increase the number of low-income and ethnic minority secondary school students who are adequately prepared in mathematics and science to pursue a mathematics-based course of study in college.

(b) To provide supplemental services at the college and university level which will result in a higher retention rate of low-income and ethnic minority students majoring in engineering, computer science, and other mathematics-based fields.

(c) To increase the number of college and university graduates from ethnic minority backgrounds who secure employment and careers in mathematics-based fields such as engineering, management, and computer service.

8602. (a) To accomplish the goals set forth in Section 8601, the program shall include the following two components:

(1) Pre-college programming, including, but not limited to, services provided to pupils in grades 6 to 12, inclusive.

(2) College and university level programming, including, but not limited to, services provided to students who enter college after receiving MESA pre-college services.

(b) The programming specified in subdivision (a) shall include, but not be limited to, services designed to accomplish all of the following:

(1) Encourage students in the secondary schools, with a particular emphasis on students in grades 9 to 12, inclusive, to acquire the academic skills needed to study mathematics, engineering, or related sciences at the postsecondary level.

(2) Promote students' awareness of career opportunities and the skills necessary to realize those opportunities sufficiently early in the students' educational careers to permit and encourage them to acquire those skills.

(3) Promote cooperation among postsecondary educational institutions, the Superintendent of Public Instruction, and school districts in working towards achieving the goals of the program.

(4) Solicit contributions of time and resources from public and private postsecondary educational institutions, high schools, and private business and industry.

8604. Subject to the apporoval of the Regents of the University of California, the MESA program shall be administered as a public service program provided by the Lawrence Hall of Science at the University of California, Berkeley, through a cooperative effort involving the Superintendent of Public Instruction, the Regents of the University of California, the Trustees of the California State University, the Board of Governors of the California Community Colleges, private industry, engineering societies, and professional organizations.

8606. (a) A MESA advisory board shall be established, and shall include, but not be limited to, representatives from all of the following:

(1) Private business and industry.

(2) Secondary educational institutions.

(3) Postsecondary educational institutions.

(b) The MESA advisory board shall do all of the following:

(1) Develop and recommend goals, objectives, and general policies for the operation and improvement of MESA.

(2) Assist in securing financial, human, and other resources for MESA from private and public sources.

(3) Review the fiscal affairs of MESA.

(4) Continuously evaluate the success of MESA in meeting the goals specified in Section 8601.

(5) Attract and enhance public, governmental, and industrial participation in MESA.

(6) Review MESA personnel issues.

8608. State funding for the MESA program shall be provided on a matching basis, so that the total dollar amount received from private sources equals at least 50 percent of the total dollar amount provided by the state.

8610. Commencing on January 1, 1988, the Regents of the University of California shall submit an annual report to the Legislature regarding the number of students served by MESA, and the success of the program in fulfilling the goals specified in Section 8601. The report shall be submitted on or before January 1 of each year.

Article 2. Model Engineering and Science Career Preparatory Program

8612. To supplement existing pre-college programming, the MESA program shall develop a model comprehensive engineering and science career preparatory program designed to increase junior high school pupils' awareness of, and preparation for, career options in engineering and science. The objectives of the program shall be all of the following:

(a) To increase the pool of low-income and ethnic minority students who complete junior high school prepared to embark upon a college preparatory high school program which includes four years of course work in mathematics, English, and science, respectively.

(b) To increase the number of low-income and ethnic minority junior high school students who complete prealgebra and pregeometry courses.

(c) To enhance the content and consistency of general mathematics and science junior high school curricula.

(d) To provide junior high school teachers with in-service and other training opportunities which improve the quality of their instruction and their interaction with students.

The model program shall emphasize providing services to pupils in grades 6 to 9, inclusive, and shall include the involvement of industry and practicing engineers.

8614. In order to properly test and evaluate the model program developed pursuant to Section 8612, MESA shall establish pilot projects at a minimum of three centers located throughout California. Each center shall serve an area which includes at least four junior high schools and approximately 130 students.

8616. The California Postsecondary Education Commission shall evaluate the effectiveness of the pilot projects established pursuant to Section 8614. On or before September 1, 1989, the commission shall submit to the Legislature a report summarizing the evaluation, including, but not limited to, its recommendations regarding the merits of the model program.

8618. (a) The sum of three hundred fifty thousand dollars ($350,000) is hereby appropriated from the General Fund to the State Department of Education for allocation for the 1985–86 fiscal year to the Mathematics, Engineering, and Science Achievement (MESA) program for purposes of funding the pilot projects established pursuant to Section 8614.

(b) The funds appropriated by this section shall not be available for expenditure unless the MESA program obtains one hundred seventy-five thousand dollars ($175,000) in matching funds from the private sector in the 1985–86 fiscal year. Upon certification by the program of the availability of matching funds, the Superintendent of Public Instruction shall transfer an amount equal to the amount of matching funds to the MESA program.

Article 3. General Provisions

8620. No provision of this chapter shall apply to the University of California unless the Regents of the University of California, by resolution, make that provision applicable.

8622. This chapter shall become inoperative on June 30, 1990, and, as of January 1, 1991, is repealed, unless a later enacted statute, which becomes effective on or before January 1, 1991, deletes or extends the dates on which it becomes inoperative and is repealed.

SEC. 2. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to provide funding for the establishment of pilot projects pursuant to the provisions of this act in the 1985–86 fiscal year, it is necessary that this act take effect immediately.

[Appendix C]

GOVERNMENT INTERVENTION: PURPOSES AND PRECEDENTS

Given some precepts concerning labor market behavior, we turn now to the issue of purposes and precedents for governmental intervention into the operations of the labor market. As a fundamental point of departure, the purpose of governmental intervention can be discussed in terms of the "public goods" argument. In general, the case is made that governments have a legitimate role in the provision of those goods which cannot be provided to any individual without being provided simultaneously to many others, whether they want them or not. Economist Robert Dorfman makes the point that markets cannot tell how much of such goods, or of what kind, should be provided and that such decisions are made universally by other means[8] (by governments, for example). He contends that the provision of such goods cannot be left to the individual, rather, they must be provided socially and equitably. Examples of such goods include national defense, public health, and quality of the labor force.

---

[8] Dorfman, Robert "*Prices and Markets* (Englewood Cliffs: Prentice-Hall, Inc., 1967), p. 141.

Federal legislation designed to improve the quality of the labor force has included provisions for the development of technical and professional manpower.[9] The precedent for federal support of the improvement of the labor force was established in some sense before the turn of the century. The Morrill Act of 1862 set the pace for leadership and support in the development of professional manpower. Since that time, federal legislation to support education and training of professionals has included the National Defense Education Act (1958), the Health Professions Educational Assistance Amendments (1965), the Educational Professions Development Act (1967), and the Higher Education Amendments (1968).

Most federal legislation directed towards improving the labor force has supported non-professional studies. For example, the Vocational Education Act of 1917 (Smith-Hughes Act) authorized $7.2 million for instruction in agriculture, home-economics, trades and industry. The George-Reed Act (1929) added $1 million annually to expand agriculture and home economics education. The George-Ellsey Act (1934) added $3 million annually to vocational education instruction and provided special funds for trades and industry. The George-Dean Act (1936) authorized $14 million for instruction in distributive occupations. The Vocational Education for National Defense Act provided $100 million for pre-employment and supplementary training for seven million war production workers between 1940–45. The Employment Act (1946) provided an objective of maximum employment, production, and purchasing power with the assistance and cooperation of industry, agriculture, labor, and state and local governments. And finally, the Vocational Educational Amendments of 1963 provided training for young students and adults.

Again the rationale for governmental intervention, in terms of the legislation cited above, is that a high quality labor force is a public good which is available to everyone and is not consumable. Moreover, the rationale further assumes that there were insufficient conditions in the market place to generate sufficient private inestment in education and training. Other purposes have guided the behavior of governments in the area of education and training. The reduction of structural unemployment is a case in point.

Those whose jobs have been automated out of existence have need of re-training to prepare for new jobs that require different skills. The purposes of government support under these conditions represent a mixture of economic political, and social motivations. Nevertheless, the precedent for governmental intervention to offset structural unemployment has been made. The Area Redevelopment Act (1961) provided up to sixteen weeks of training for unemployed and underemployed workers in depressed areas, and paid them an amount equal to average unemployment compensation during their government sponsored courses. In addition, the Manpower Development and Training Act (1962) and its amendments (1963, 1965, 1966) provided technologically displaced, experienced family heads with subsistence while they acquired new skills through either state-operated vocational schools or private on-the-job training.[10]

Still another approach to providing a rationale for public support for job training concerns the role of government in the promotion of the general welfare, and especially the welfare of the disadvantaged. There is enough evidence to demonstrate that some individuals because of race, for example, face barriers to open competition for jobs in the labor market.[11] Union restrictions, custom, and even laws have inhibited the progress of selected racial minority groups. Other individuals, because of sex, age, civil record, and physical or mental handicaps, also face barriers to entry. These are some shortcomings in demand characteristics that affect the operation of labor markets. On the supply side, characteristics such as the quality of education or skills, health, work patterns, or self-confidence have negative effects on gaining employment and earning high wages. Again the fact that these conditions exist suggests that these issues are not likely to be resolved exclusively by normal market operations. Hence, another justification for governmental intervention is made.

---

[9] This discussion rests heavily upon a history of training in the United States developed in Grant Venn, "*Man, Education, and Manpower*" (Washington, D.C.: American Association of School Administrators, 1970).

[10] "MDTA: Foundation of Federal Manpower Policy" (Baltimore: Johns Hopkins Press, 1968), p. 39.

[11] "Report of the National Advisory Commission on Civil Disorders," (New York: Bantam Books, 1968), pp. 206–236.

The federal government, the National Alliance of Businessmen, and the California State Legislature separately recognized the need for special efforts to aid "disadvantaged" individuals. For example, the Economic Opportunity Act of 1964 directed more services toward the youth through Job Corps and Neighborhood Youth Corps (NYC). The Vocational Education Amendments of 1968 established priority for training and educational needs of the rural and urban disadvantaged as well as for the mentally and physically handicapped. In the same year the California Assembly passed the Human Resources Development Act (1968), to, * * * assist those in greatest need for job training and placement services, and to engage new approaches involving improved services and changes in traditional organization structures be used to assist persons in economically disadvantaged areas.[12]

It was also in 1968 that Job Opportunities in the Business Sector (JOBS) was launched as a partnership between the National Alliance of Businessmen (NAB) and the U.S. Department of Labor to train and employ disadvantaged workers. A more detailed summary of the federally assisted manpower training and support programs is presented in Appendix II.

SUMMARY

There are at least three arguments that tend to justify goernmental involvement in manpower training programs. The "public goods" argument holds that an improvement in the quality of the labor force is a social benefit which is not consumable and is available to everyone. Since the investment in the training involves risks that individuals and corporations cannot or will not assume, governmental involvement is a rationale to the extent that social benefit—as distinct from private benefit—can be reasonably expected. A second argument in favor of government-supported manpower training recognizes that some individuals are faced with structural barriers to employment and hence suffer undue coats for which they are not likely to be compensated by the normal operations in the market system. Barriers such as racism or skill obsolescence due to automation are examples of these externalities that require governmental intervention. A third basis for government involvement in manpower training programs concerns the extent to which the programs can improve the distribution of income. Other arguments can be cited to defend the policy of public expenditures on manpower training programs; the examples above comprise an illustrative but not an exhaustive list of theoretical justifications for such a policy. In addition to the theoretical justifications for government support of manpower programs, rational decision-makers ultimately require empirical evidence of program successes as a basis for condoning continued or increased public expenditures for the programs.

Chairman **Hawkins**. The next witness is Dr. Robert Wentz, superintendent, Clark County Schools, Las Vegas, NV.

Dr. Wentz, we are extremely delighted that you have come from a distance and that you have honored us in appearing before this committee. We look forward to your testimony.

Mr. **Wentz**. Thank you, Mr. Chairman and members of the subcommittee.

As indicated, I am Robert Wentz, superintendent of the Clark County School District, charged with the education of nearly 90,000 young people throughout southeastern Nevada.

I would be remiss, since we did come from a distance, if I did not introduce the lead person in our school district that follows our Federal programs and your activities along with that, the individual, Congressman Kildee, who knows the price of everything as well as the value of everything, Dr. Robert McCord, who is in the audience.

I would like to introduce his son Chad, who it is appropriate to introduce his name since he will introduce your name in his fourth grade class in Las Vegas. I am not sure which one will be more important, but he, too, came to get a practical lesson in the operation of our government, and Chad is in the audience as well.

---

[12] Assembly Bill 1463, "Statutes and Amendments to the Codes of California, 1969. Chapter 1460.

Chairman **Hawkins**. Will those named please stand so we can recognize you?

We are delighted to have you.

Mr. **Wentz**. I am proud to join with my colleagues, Dr. Handler and Dr. Fortune, in testifying before the subcommittee early in the deliberations of the 99th Congress. Chairman Hawkins, I extend a particular thanks to you and your staff for allowing those of us charged with the day-to-day education of young Americans the opportunity to again share our views concerning the challenges facing Congress in the near and long term.

As Dr. Bennett indicated in his recent confirmation hearing before your sister committee in the Senate, "children are the most important and immediate recipients of Federal assistance programs, yet cannot lobby on the hill." Please afford me the next few minutes to act as their spokesman and share with you what we have come to learn to be the vital role that the Federal Government plays in making a difference in young lives.

First of all may I say, despite widely accepted opinion, American public schools are fundamentally healthy and doing a commendable job against some very formidable odds. Let me also say, lest there be any confusion on the point, the Federal role in education is to be credited for making possible many of our past accomplishments, and it is absolutely crucial that your vigorous leadership be continued to allow us to meet the challenges facing us. Allow me to outline those challenges as I see them.

First of all, excellence versus equity; no other issue heralds louder the need for strong national leadership. The American public has been seriously misled concerning the fashionable cry for excellence in schools. Excellence at what expense? What do we sacrifice in the name of "excellence?" Maybe more accurately, who do we sacrifice in the name of excellence? It has become vogue to equate quantity with quality. I suggest to you that this mind-set diverts attention from the real imperative facing education, that imperative is clearly an issue of equity of educational opportuity.

It is a fact that increasing graduation requirements will not be a remedy for the growing number of students already unable to meet present standards. It is a fact that irrefutable evidence is provided by Bud Hodgkinson, past National Institute of Education director, that the imperatives facing schooling deal with the fact that the minority school enrollment of years past will become the majority of school enrollment in the near future and for the long term. In short, the group to which we have been least successful in delivering our produce will become our primary consumer.

It is a fact that employment prospects into the next millennium stand as an anomaly to the belief held by those who demand a high tech solution to the ills of education. Ted Sizer and John Goodlad have strongly urged that improving graduation rates, particularly among our minority—quickly becoming majority—should be our goal. In today's society, general education is necessary to sustain multiple career changes in service-oriented occupations.

Our challenge is to produce equitably-treated individuals who are ready to assume employment in that society. A relatively limited number of positions requiring high tech collegiate-trained individuals are anticipated. As Dr. Fortune pointed out, someone is providing those. Our challenge clearly is to increase the access for more students to longer periods of enrollment in general education courses, including vocational education. It is not our challenge to create an imaginary belief that high tech is the single pathway to improving the preparedness of our students. The primary pathway to excellence is through expanded equity and access to general and vocational education.

Please do not misunderstand my major thrust with the aforementioned comments. I believe strongly, as do our board members, staff, and community residents, in excellence and bottom line productivity. I simply do not accept some of the narrow perceptions of excellence that will prove counterproductive for significant percentages of our student population. Excellence and equity must be viewed as synonymous or, at least, mutually supportive. We cannot achieve the imperatives without strong leadership in the Federal role. Let me speak to your leadership, which must be sustained to give us a chance in the future.

I appreciated the comments of Mr. Goodling, it is an Even Start, and I appreciated his comment about the program of helping 3- and 4-year-olds in the home. The deficit reduction efforts must not, I repeat must not, target early intervention programs such as Head Start, primary grade concentration of chapter 1 funds, and early treatment of the handicapped.

There is now irrefutable evidence that the social and economic impact of federally and locally sponsored early intervention programs, particularly among minority children, outweigh the cost incurred by the remedial programs of which our schools are so replete. Only through Federal assistance will we be able to truly enter a preventative mode of instruction and depart from an arduous and seemingly never ending remedial mode.

Child nutrition—inexorably associated with schools' success and the benefits of early intervention is the issue of child nutrition. This was so well-pointed out by my colleages. The Federal role in feeding children has, without question, dramatically added to the school success of children as students. The past budget cuts were devastating. We have cut our food service operations in every manner possible. For every nickel we raise meal prices, 4 to 5 percent of our children are forced out of participation. Disadvantaged children are forced in ever increasing numbers to use their meager financial resources to make the decision of whether to eat or not to eat each day. Maybe all you need for a quality education is not just a strong teacher; maybe, in fact you also need a student who has eaten today. One could not deny the two are directly related to the quality of educational ouput.

Let's look at special children. One in ten Clark County children requires special education services, and the number continues to grow. The full education of these children is no longer in our minds a matter of civil rights, but an important obligation of our schools. The cost of educating these citizens is far beyond our fiscal capacity. The Federal role has been crucial, and it is hoped that the Congress and Department of Education will focus on expanding early intervention programs.

All indications have shown us that the earlier we treat the handicapped child, the greater the potential for turning the child into a productive adult. Link with this the dramatic need to make vocational education a major priority for the developmental needs of the handicapped. Significant vocational education programs for the handicapped are an issue the Department of Education can sink its teeth into and through which it can really make a difference. Meaningful vocational education for the handicapped is doable and a meritorious goal for the immediate futue.

Let me conclude my comments with a rapid fire list of items that are also doable and will produce a difference in how those of us who run schools will be able to deliver an improved product: New Federalism brought with it the promise of returning control of schools to the districts with a minimum of Federal control, yet we are now experiencing the "re-regulating" of Federal assistance programs. Congress must send the departments a strong message that decision making on what is best for school children is primarily a function of local government and not a function of Federal regulation.

Impact aid is one of the most uncertain and enigmatic Federal programs. The uncertainty over its favor in Congress is severely crippling to our sound fiscal planning. The misconception that impact aid is a vestige of the past is patently untrue. Simply look at Nevada with 80 percent of taxable land in Federal hands. Clark County alone has major Federal presence in the form of the nuclear test site, one of the most active military installations in the world, as well as talk of nuclear waste storage and MX. Should we lose our impact aid funds any one or any combination of the following will occur immediately:

Reduction of 58 teachers and administrators; reduction of 103 classified employees; severe curtailment of the purchase of textbooks and supplies; curtailment of student activities programs; and cutback in repairs and maintenance of buildings.

Student grant and loan program strength is vital to the future of our teacher work force. We presently have nearly 50 teaching vacancies; 50 will soon become 100, then 200, without an adequate resource of new teachers. I challenge you to ask the teachers you meet where they went to college and what part did federally supported student loans play in their being able to finish school. I suggest they will answer that they went to a land grant institution and that student loans played a major role in enabling them to finish school.

Teachers are the salt of the Earth, in general do not come from wealthy backgrounds, and therefore, have a genuine need for assistance. Please do not cripple us by reducing loans and endangering the availability of our much needed work force.

In closing, I ask the committee to work diligently to protect the positive and productive role the Federal Government plays in helping to provide programs which would otherwise be unavailable in local school districts. We look to you for the supportive leadership necessary to insure a stronger American public education system.

I would provide any other material at your pleasure.

Chairman **Hawkins**. Thank you, Dr. Wentz. I think the witnesses have done an excellent job, and we probably could spend an hour on each one of you. However, we are running extremely behind time, and I hope the members will overcome the temptation to question these very excellent witnesses.

I think we should try to alternate each time the witnesses conclude. The chair will pass its share of questions at this time. I yield to Mr. Goodling.

Mr. **Goodling**. Just to say to Dr. Fortune that I had added an amendment to the math and science bill when it passed the House that would have done some of what you are saying in your legislation. Unfortunately, with equal access, we finally accepted the Senate version and never went to conference. So, unfortunately, that amendment was not included. But it would have done a lot of what you were suggesting in your legislation. We will keep pushing.

Mr. **Fortune**. Thank you.

Chairman **Hawkins**. Mr. Kildee?

Mr. **Kildee**. Just briefly, I would like to first especially welcome Chad here this morning because it is people like him that these hearings are really all about, so we welcome him here.

I would like to ask just one question: What would the effect be of the 24-cent cut with the 12-cent money and another 12 cents for commodities have on your total lunch program? How many students might you expect to dropout of the program. What is your experience from the past when the cuts like in 1981 took place?

There was a drop not just of paying students, but sometimes the economy was such that certain schools no longer offered that. Do you care to respond to that?

Mr. **Wentz**. Yes. The combination of cuts in the School Lunch Program for our budget, as pointed out by Dr. Handler, is considerably more. Proportionally, though, it is $886,000 which means, as a matter of fact, our school lunch price will go up by a nickel March 1. And we can count on 4 to 5 percent less participation. We are doing that to offset the impact of going up a quarter next fall, which will again reduce it by about 25 percent.

If we cannot sustain the program where it really hurts, that we had considered this before and we just squeaked by, of dropping the whole program because we cannot use general education funds from our instructional program to supplement that program. We simply can't do it. We face the potential of having to close it down.

Mr. **Kildee**. Which means not only the paying student, but the free and reduced student would suffer, also.

Mr. **Wentz**. That is correct.

Mr. **Kildee**. That is my point, too. That is the experience from the 1981 cuts.

Mr. **Handler**. It would be close for us. Our staff indicates a 1-cent increase represents a 1-percent drop in participation. For ours, that would mean about 176,000 for us, given that most of us are under free. We may be dropping 900 students plus as a result.

Mr. **Kildee**. The point that the four of us wants to make is that it is the other students that are hurt by this, too. I taught school for 10 years. I tell people in real live I was a schoolteacher before I took this long sabbatical here, but I can recall the students who needed the School Lunch Program.

I recall one student—I was raised with the idea that stealing was a terrible thing, and I still believe it to be terrible. But I found students in one home room were having their lunches stolen and this became an outrage that someone would steal. I finally, with my detective work, apprehended the villain. He was a young lad who really, when I found out his circumstances, his job every morning when he got to school was to get a lunch somehow. That was a long time ago before we had such a program we have today. His job was to get that lunch somehow. But he had a certain morality about him, because when I called him in before me, he told me that he never stole the same person's lunch within the same week.

Thank you very much, Mr. Chairman.

Chairman **Hawkins**. Well, on the subject of school lunch, may the chair announce that by special arrangements the canteen of the snack bar on the second floor has been made available to the audience today, and anyone who cares to take advantage of it may go out that door there and make a left turn and go down the escalator to the second floor and partake of light snacks—not at a free or reduced rate, however.

Mr. Owens.

Mr. **Owens**. I just have one question for Dr. Fortune. Due to the fact that your system is smaller and the students probably have a better ratio to teachers and administrators, I am curious about the dropout rate of your district for high school.

Mr. **Fortune**. First of all, the ratio of student to teachers remains constant even though the number gets smaller. So we still have a challenge in the younger grades, having 30 kids assigned to a class or in the upper grades it is 26.8, I think.

On the dropout we have not solved the problem, obviously. We are doing several things that will address it, we think. One of them is closer monitoring of where students are during the course of the day. We in the school district in cooperation with the police department, for example, round up youngsters off the streets and take them to a newly created center where we staff it with a counselor and administrator and get those youngsters who may be in the first stages of dropping out by hanging out, back into a classroom setting.

We have documented our experience with that weekly over the last year and a half. There have been published reports by the Inglewood Police Department that substantially documented fewer daytime burglaries and related youth crimes as we have gotten these youngsters off the street.

Now, that will help some of the ones who may be dropping out to stay within the confines of the school. The other thing is that there is a lot of in and out migration of students. To that extent, it is masking some problems. Students typically check in and out of a school more than once in a given school year. We are hoping on the plus side to get more appealing things going for students and in that regard, some of these comments I made about partnerships, we actually have started them already. And we are hoping some of the students that may be inclined to drop out would take advantage of some of the experiences made possible by these partnerships.

We have not licked the problem, but we hope to address it on the containment side, and on the appeal side.

Mr. Owens. Thank you. No further questions, Mr. Chairman.

Chairman Hawkins. Mr. Hayes.

Mr. Hayes. Just one question that disturbs me a lot, we have been given what amounts to some very excellent testimony on the part of all the witnesses so far. Do any of you care to address yourselves to how we can transmit the seriousness of this situation that you have talked about here relating to our public education system down to those people who are being affected most so they can become aware and aroused as to what is actually happening to them?

I am particularly concerned, Mr. Wentz, about what you said about Bud Hodgisons. I think it is by design. As the composition of our school system becomes more and more minority, we don't want to spend money to educate them. I think this is clear to me anyway. I know as relates to Chicago, it is more and more difficult to get money as the composition of the public school systems begins to become more and more minority, particularly black.

Mr. Wentz. I think there are at least a couple things, Congressman Hayes, that are rather critical. One is it can be dealt with through our partnership programs. I think in Chicago you call it Adopt a School Program, and other things where you get the business, the private sector involved; not only with the schools, but we are finding the involvement with the real community to be rather critical in terms of creating an understanding on the part of decisionmakers in the private sector, the leaders of your community more sensitive to what that community is all about.

We have been, I think, somewhat successful in creating a relationship with the school's community and the business world part of it, so that as they think about decisions that will affect not only students, but will affect the overall health and quality of life in that community, I think it is rather important.

Second, the outreach kind of program that is done by the system itself is rather critical in terms of creating a sense of belonging and a sense of mission in segments of our community, even to the point of having Saturday tutorial classes that are critical to parents becoming involved in that and seeing the relationship of education to their future and creating an expectation that that system deliver a quality product because the future is in fact so very important to them as well as their children.

Mr. Handler. There are possibly two groups the congressman was referencing; one in terms of implications for this or any city and Mayor Bradley's statement was direct in that sense. We continue to remind people that the young people in our schools today are the future employees and in turn the future consumers for the major portion of this southern California area. So that really says that if I am not going to be oblique, but direct about it, it is related to the economics of the entire situation.

When I begin to talk about it in terms of economics suddenly, I get a greater degree of responsiveness and interest. We are getting a great deal of assistance from the business community in LA. I think our business leaders are very well aware of the importance of strenghtening public education. I indicated earlier that through the assistance of Assemblywoman Hughes and Senator Hart and the Governor and the speaker, Willie Brown, we are getting support at the legislative level.

But what about the people who will be most affected? Are they aware of the implications? That may be another part of your question. My own personal feeling is they surely are, and the mayor's reference to greater participation of parents and so on, but it would be disheartening to find one's self on a roller coaster with the program where we are on our way up and down and up and down.

I became involved in Federal programs when the first batch of title I, II, III, IV, V, all came out at one time, and was the district's coordinator for all five programs. It was easy. No one knew what they were. But the key point is I have watched the progress of the programs over the years, and learned a lot of them and good things have happened but they have suffered from the lack of stability so that those people who participate, those people required to operate the programs have a feeling that, yes, we will be funded, and we can document our results, and the people can anticipate that the support will continue to be there.

Then the child, the parent, the teacher, people in the school sector, don't know from year to year whether support will be there. We know enough about learning theory to suggest that it can easily make them somewhat schizophrenic.

Mr. **Hayes**. Thank you very much.

Chairman **Hawkins**. Again the Chair would like to congratulate all the witnesses. You are an excellent panel.

Mrs. Smith, I think, asked for a minute. Mrs. Smith, would you identify yourself?

STATEMENT OF DANIELLE SMITH, PRESIDENT, A COMMUNITY NONPROFIT ORGANIZATION

Ms. **Smith**. Thank you very much.

Chairman **Hawkins**. Would you be seated, please?

Ms. **Smith**. I am Danielle Smith. I am president of a community nonprofit organization, and we have gotten involved with the tuition tax credit, and the 2-year colleges.

This has been treason on America to get this bill, but the people weren't aware what it was. The politicians got it together and they more or less passed it under the table. This is the 49th State which is very unfortunate for it to pass. Of course, all the things that have been said here, it is true most of them concerning this education system. Now, I was looking at this slowing and up here, and if all the officials would remember this and do it, that the Government of the people, by the people, for the people shall not perish from the Earth.

So when you consider the people, and I was concerned with the gentleman bringing to mind about this slowing and saying people forget what you say here, but they never forget what you do here. So I felt like saying bravo for the people, standing up for the people, so start doing something about this.

What we would like to see happen is the leaders ike yourself and like this meeting here, people make the people aware of what this tuition is doing. California has had it here for about a year or less, and they have already lost almost two-thirds of their so-called minorities which this was set up for in the beginning, for the people.

It was set up that all Americans will have first class opportunity for education, and now you are taking it out. Of course, about the national defense, it has been mentioned first, and this shows how people are thinking. National defense are educated people basically. So education is first and then national defense.

You need community people that understand what is happening, knows what is happening, feels what is happening, and will stand up and remind you what is happening. Everybody is so concerned about the cuts and when you get up there in Washington, you are going to sink and go along with them, most of you. That is what has been happening. You are not concerned about coming out here on the best flight, staying in the highest price hotel, running around in limousines and your expenses paid when your salary is big enough to cover it yourself. And you haven't cut a thing, and yet you are considering cutting the education of children which you claim you love, and which you always say the children are tomorrow, which it is.

So all the problems that the young people have is from their leadership basically. They have not led them right. They have destroyed things they should have prepared for them; and when they should have spoken up for them, they were too scared to stand up because they were concerned with their own business or their own pocket or their own way, you know.

So we would like for you to please make the people aware, get it in the news and let these people know what is going on because we also would like to see this bill retreated. We would like to see it—take it away. The way it will have to be done, the way this will be done is to bring it before the voters and we would like you to lead the way in bringing this matter before the voters and helping—your office helping and allowing assistance. And so it is time to stop playing games and be real, because the enemy is us. The enemy is the people right here in this country. And billions of dollars are going out, and the people in Washington are scared to open their mouths.

It goes right on out supposedly helping somebody else. But this country is in the same fix. But the people in this fix is what you think are minorities. But what you do to others comes back to you, and this does not—you are not going to get away with doing this to somebody else and you do not feel it some way.

Of course, I am saying, my goodness, each one of you and you have to receive the blessing, the blessing is there. You receive the blessing. You receive it by doing what you are supposed to do for the people and allowing the people to be involved, be informed and undo this treacherous thing that has passed under the table in Sacramento. This passed under the table. And the people were not aware. Now we know it is so much that the politicians can do and it is only so much that the leaders can do, and even educators.

But when you inform the people and get them involved, and when they get involved, don't doublecross them. I went to Sacramento and we had appointments with everybody representing our district, and we had the time. And when we got there, they all disappeared and nobody stood for the appointment.

We went there in a busload of people before Christmas, before this thing passed. So it goes to show you all of this wishy-washy stuff, it is easy to talk. You can talk eloquently and say the truths and so can the people out there. They say the truth. So we want to say the truth; stand up on the truth; obey the truth, and walk in the truth. May God bless you for giving me this opportunity, Mr. Chairman.

Chairman HAWKINS. Thank you very much.

I think the reactions of the audience indicates how well you are received. The committee is deeply appreciative of your visit and certainly we look forward to the implementation of some of the admonitions you have given to all of us.

Ms. SMITH. Thank you.

Chairman HAWKINS. Thank you.

The next panel will exist of Mr. Wayne Johnson, president, United Teachers of Los Angeles; Benjamin Tom, member, National School Boards Association, and San Francisco Unified School District; Raoul Teilhet, president, California Federation of Teachers; Marilyn R. Bittle, president, California Teachers Association; and Lorenza Craig, president, California Association for Bilingual Education.

The chairman would like to welcome the witnessses who have been named. We look forward to your testimony and certainly we are honored to have each and every one of you here, particularly as representatives of this prestigious group of organizations among us. We will begin with Mr. Wayne Johhson, president of the United Teachers of Los Angeles.

Wayne, it is nice to welcome you as a friend and as a representative of the United Teachers of Los Angeles.

STATEMENT OF WAYNE JOHNSON, PRESIDENT, UNITED TEACHERS OF LOS ANGELES; BENJAMIN TOM, MEMBER, NATIONAL SCHOOL BOARDS ASSOCIATION, MEMBER, SAN FRANCISCO UNIFIED SCHOOL DISTRICT; RAOUL TEILHET, PRESIDENT, CALIFORNIA FEDERATION OF TEACHERS; MARILYN R. BITTLE, PRESIDENT, CALIFORNIA TEACHERS ASSOCIATION; AND LORENZA CRAIG, PRESIDENT, CALIFORNIA ASSOCIATION FOR BILINGUAL EDUCATION

Mr. JOHNSON. Mr. Chairman, members of the subcommittee——

Chairman HAWKINS. Would you just refrain for one second? This is not out of your time, but the Chair would like to acknowledge the presence of our most recent addition to the Education and Labor Committee, and a very distinguished teacher himself, and a friend of the Chair, Mr. Mervyn Dymally, the Representative from California.

Mr. Johnson.

Mr. JOHNSON. Thank you very much.

I am Wayne Johnson, president of the United Teachers of Los Angeles, a combined local of the National Education Association and the American Federation of Teachers. UTA represents 32,000 teachers and other school personnel who work for the district.

Mr. HAWKINS, I would like to thank you very much for the—and the other members of this committee, for the opportunity to discuss our concerns about the future direction of public education in particular the way they affect the 698,000 students of Los Angeles.

Everybody concerned with the quality of our schools has made "Excellence in Education" the rallying cry of the 1980's. Achieving excellence in every school and for each one of our students is our main goal. Right now, we are facing a much more fundamental crisis, currently, 42 percent of the students enrolled in the Los Angeles schools become dropouts. This is not just a local problem. Nationwide, the number of students leaving U.S. high schools prior to graduation is an alarming 26 percent, and 50 percent if the schools are located in an urban center.

The school dropout crisis is a national problem with life-long effects on our country. Failure to stem this swelling tide of dropouts will only perpetuate a permanent class of unemployed, unemployable, and ultimately desperate adults. The public will pay heavily for the high proportion of youths who drop out in increased taxes to support welfare programs for the unemployed.

That reminds me of a TV commercial where the mechanic says, "Pay me now or pay me later." That is what we are looking at now. If we don't find the programs to stem this tremendous dropout problem, it will build into our society a social problem of proportions I don't think many of us in this room can even imagine.

Part of the problem here in Los Angeles comes from the very makeup of our population. Dr. Handler mentioned this. There are virtually 84 languages now spoken within this school district. The language barriers are monumental and are on every level. In fact, UTLA is now proposing State legislation known as the Preschool English Acquisition Program, which would enable children to learn English prior to their entrance into the school system.

We feel this is essential for those students with limited English or non-English speaking problems. Studies have shown conclusively that preschool greatly enhances a student's chances for success throughout their school career. A Federal commitment is necessary to help make programs such as these happen.

Teachers can tell in second and third grade the potential dropouts. Usually most of the programs are related to high schools and in most instances that is too late. The kids are gone. There is no doubt that massive reforms within the public school system, as well as in the legislative arena, are necessary. Enforcement of laws designed to require mandatory attendance is crucial. We can't teach the children if they are not there in the schools.

In LA we don't have a Nonattendance Program. You won't be blamed for it, and the students know it. I am concerned that the students get this message, therefore the message is why do we attend school? We feel there should be a well-defined attendance policy put into effect that the students, teachers, and administrators all know and will enforce.

What can be done to help those students who are in danger of dropping out? Reduce class size. No question about that. We hear studies where they say class size has little relevance on learning, but that is not the case. In fact, I can tell you unequivocally as a veteran of 22 years of classroom teaching in this city, class size is absolutely essential in developing a quality education program. And the smaller the class size, the better they are.

We need additional personnel at all levels to give individualized attention to those in danger of dropping out. Train teachers to identify students in crisis earlier, and to help them in their academic and social adjustments. Additional educational options on the junior and senior high school levels include more meaningful and varied vocational programs to provide saleable skills in the work force. Funds that are allocated should be directed to specific programs to meet the needs of these children.

The public school system, nationwide, takes everybody's child; the rich, the poor, the intelligent, the slow learner, the psychotic child, the child with slow development. There is no entry exam and no refusal. Each child is an individual with his or her own needs, talents, and deficiences. We, as educators, must meet those needs, and we have to have the personnel and programs to fulfill our responsibility. We are losing more than 100,000 students per year in California alone.

We, as teachers, must have the opportunity to participate in the formulation, implementation and decisionmaking process to bring about a real solution. It has to be a combined effort and one that has long range planning and immediate goals.

This effort has to be a combined effort, or I guarantee you it will never be solved. There is a bottom line. We need the funds and the legal clout to implement the proposed reforms and specialized programs to keep our children in school through high school graduation. To ensure success, there must be a substantial Federal funding commitment in addition to State and local monies.

There are national indicators that are frightening, however. The grand total for program terminations and reductions in Federal funding for education in California is $108.7 million. This is an $8.7 percent reduction in our flow of Federal funds into California. Additionally, a proposed freeze in the level of Federal funding, would produce a $38 million loss in providing even current services. This would place present programs and personnel in serious jeopardy. It is most certainly not going to achieve excellence in education, or begin to address the dropout crisis.

Legally, mandatory school attendance must be toughened and the commitment made to follow through. There must be alternate educational environments, more structured places for troubled students to learn and certificated personnel to teach them. Other remedies include: strengthening laws regarding attendance, truance, gang intervention and drug rehabilitation; addressing the status of the 601 status offender; that is, runaway children or incorrigibles; and, establishing data banks showing the whereabouts of all district students so that they don't get lost in our large, urban system.

We all have the same goal in mind: reduce the dropout rate in our schools and give every student the opportunity to achieve the skills necessary for economic, social and personal survival. We can make it happen. We simply have to agree on the best methods and funding to use to achieve our goals.

The United Teachers of LA is very very concerned about the droput rate, and we are willing and able to work with you in any way to stop this tide and bring quality education back not only to this city, but every major urban district in this country. Thank you very much.

Chairman **Hawkins**. Thank you, Mr. Johnson.

The next witness is Mr. Benjamin Tom, member of the National School Boards Association.

Mr. **Tom**. Thank you, Mr. Chairman.

Chairman **Hawkins**. And a member of the San Francisco Unified School District.

Mr. **Tom**. Mr. Hawkins, I thank you for this opportunity to address the committee on the impact on the public schools in San Francisco. All school districts, both large and small, are undergoing difficulties in meeting just the basic educational needs of our young people. The additional demands by our society placed on us through government or legal mandates, often force school districts to the budgetary walls.

Therefore, any reduction in federal funding will reduce our ability to serve our children. When school districts are subject to even more demands on needs because of—urban school districts are subject to even more demands because of the large and diverse school population. San Francisco, for instance, is unique in its needs for Federal aid. It is a district in which 85 percent of the students are minorities, none of which separately exceed 23 percent.

The major ethnic groups are Spanish surnames, 17 percent; other whites, 16 percent; blacks 22 percent; Chinese, 21 percent; Japanese, 1 percent; Korean, 1 percent; American Indian, 0.15 percent; Filipinos, 9 percent, and other nonwhites totaling 11.5 percent. Of a school population of more than 63,000 students, 39 percent of their schools have been identifeid as economically disadvantaged according to Federal guidelines.

The problem is compounded by the arrival annually of 5,000 new arrivals from overseas. The majority of these new arrivals come from Asia and Latin America. Almost 50 percent of the student population comes from homes in which the native language is other than English. Therefore, supplemental educational funds from the Federal Government are not a fringe benefit, but an essential part of the educational needs of our district if it is to serve our students well.

The paper I have submitted to you attempts to outline federally supported programs in the San Francisco School District and to show the negative impact of proposed reduced funding upon such areas as bilingual education, vocational education, special education, and food services programs. I will highlight some of the points made.

Federal money is pay for for teachers and aides and materials and equipment and providing services to students identified as needing and eligible for such help. Of my district's 63,000 students, 29,000 have been identified as students coming from a home whose primary language is other than English. An additional 16,000 has been identified and assessed as limited English proficient, or LEP students.

Our school district must not only provide basic educational services to all students and meet demands of the so-called average and gifted students, but must meet the needs of the LEP student. Federal funds have helped the district to mitigate these problems. A reduction in these grants which are corrected towards LEP students would reduce services to them and specifically eliminate such services, a counseling services, career vocational services, and English language development services.

Funding for food service programs, especially to the School Lunch Program, has been reduced since 1980 and as a result more and more children have dropped out of the program as more of those who would hae been eligible for the free lunches have been directed towards the Reduced Price Lunch Program.

Your families tend to have more than one child and the burden of 40 cents a child is heavy, forcing the parents often to withdraw from the program. As you know, a hungry child is less able to concentrate on studying. Services under 91-142 for special education programs—a euphemism for the handicapped—has imposed a major financial burden on local districts.

Any cuts in funding of already inadequate funding will further deprive these children of vital services and force local schools to divert general funds to these programs thus hurting all our students. Because of San Francisco's resources and willingness to provide services to the unfortunate and handicapped, attract a lot of families from the rural areas and small towns.

There has been a great interest in making sure that vocational education in the high school is addressing the needs of students not going to college. We have 20,911 eligible secondary students for vocational education programs. Present funding only allows us to service 6,832 students.

New legislation, specifically the Carl D. Perkins Act, requires school districts to match the funds for vocation education and we cannot use teacher salaries or money from other areas as matching funds.

Since the San Francisco School District and probably most other school districts encumber 90 percent of their monitor personnel and supplies, this matching fund requirement makes it impossible to fund these other programs. Actually, not only are more funds needed, but a matching fund stipulation should be waivered. If this is not done, school districts will need to reduce services further.

This presentation has given you an idea of some of our needs and problems that would be caused by reduced funding. However, I would like to share some achievements from support of Federal funds. Funded pre-K programs have better prepared pupils for entry to the schools. Third graders' test scores in the early 1970's as an embarrassment are not the best of urban areas in the State.

The Teen Parenting Program was nationally recognized for its successes. Nowhere in the country is retention for schooling rate higher or repeat chances of pregnancy lower than in the San Francisco School District. The State average is 20 percent. Our enrollees average 1.5 percent. Parent participation programs are also very successful.

Federal guidelines do not require district advisory committees, but past activities have been so successful that the school and community has retained the advisory committee concept. The bilingual center and immigrant intake center are models for other school districts. We test all the immigrants. We evaluate the records and place them properly in the schools to help them make adjustments to the school culture shock, so-called. These centers are recognized statewide and even recognized nationwide.

No school district in the State has a better record of mainstreaming special education students. We are a large port of entry for an urban area, and we need Federal moneys to meet the needs of a multicultural rising population. Moneys are needed to recruit and train staff of various backgrounds to work as bilingual and special education teachers. In addition, training is necessary for non-English-speaking students, which present special education needs.

Another population that must be addressed is the increased number of students who have not had previous formal education, and are newly arrived immigrants. We need staff and facilities to implement these programs. There are also students that are over age for classes due to poor academic standing and continued retentions. And we must focus on their needs.

Patient counseling has been an adjunct to all our efforts beyond curriculum concerns. Federal moneys can help to train personnel to become more sensitive and relative towards minorities. More flexibility and availability of funds is needed to address these problems. In conjunction with the above factors more direct funding to the local education agencies and school districts are needed. And we should have less restrictive Federal regulations.

They should be fair, simplified, and they should be limited. Our staff in San Francisco is committed to appropriateness in education in addressing the comprehensive linkup of each student. In order to meet this commitment, continued state-of-the-art training and recruitment efforts must be undertaken. The Federal Government can meet the needs and ideals of the educational system by providing the means to attain these goals.

More specifically, the Federal Government can possibly impact our goals by providing an incentive money to try new curriculum teaching approaches via the means to hire more help and providing rewards and recognition for innovative staff. I have submitted my statement for the record. I have a letter from the East Side Union School District in San Jose district regarding their concern over the negative impact after elimination of funds for the transition program for refugee children.

I hope you take their concerns into consideration. Thank you very much.

Mr. KILDEE [presiding]. Without objection, that will be placed in the record.

[Prepared statement of Benjamin Tom follows:]

PREPARED STATEMENT OF BENJAMIN TOM, MEMBER OF SAN FRANCISCO BOARD OF EDUCATION, SAN FRANCISCO UNIFIED SCHOOL DISTRICT

I. INTRODUCTION

The San Francisco Unified School District is unique in its needs for Federal aid. It is a District in which 85% of the students are minorities, none of which separately exceed 23%. The major ethnic groups are Spanish surnames 17%, Other Whites 16%, Blacks 22%, Chinese 21%, Japanese 1%, Korean 1%, American Indian 0.5%, Filipinos 9%, and other non-whites totaling 11.5%. Of a school population of more than 63,000 students, 39% of their schools have been identified as economically disadvantaged according to Federal guidelines. The problem is compounded by the arrival annually of 5000 new arrivals from overseas. The majority of these new arrivals come from Asia and Latin America. Almost 50% of the student population comes from homes in which the native language is other than English.

It is quite possible to visit a San Francisco school and observe staff trying to communicate with students who speak 22 languages and whose educational experiences range from zero to grade level ability in subject areas where the English language is not a factor.

This paper attempts to outline Federally supported programs in the District and to share the impact level if these funds were withdrawn or in any way curtailed, specifically in the areas of bilingual education, food services, vocational education and special education programs.

Therefore, in a School District with an enrollment of 85% minorities, 46% of whom have a language handicap and with 44 schools at a poverty level that makes them eligible for Federal monies, supplemental education funds are not a fringe benefit but an essential part of the educational needs of the District if it is to succeed in educating all its children to become contributing citizens of this country.

II. THE DISTRICT'S FEDERAL FUNDED PROGRAM AND IMPACT STATEMENT

Program	Description	Funds	1984	1985
ECIA, Chapter 1	Federal Compensatory Education Program administered through the State department of education to improve the basic skills of educationally disadvantaged youth from schools with high concentrations of poverty.	$7,062,556	July 1, 1984	June 30, 1985.
Chapter 1, Pre-Kindergarten.	Federal Compensatory Program administered through the State department of education to provide assistance for prekindergarten children from economically deprived environments.	(1)		
Chapter 1, Neglected and Delinquent.	Federal program administered through the State department of education to assist students housed in institutional schools for the neglected and delinquent.	114,383	July 1, 1984	June 30, 1985.
Title VII—Bilingual Education Act—Basic Pre-Literature Program.	Federal Program in Bilingual Education to develop basic readiness program for preliterate students in grades 6–12.	169,960	Sept. 6, 1984	Sept. 5, 1985.
Title VII—Bilingual Multilingual Media Center.	Federal program to assist English language development and the improvement of basic skills for EP students K–5 utilizing multilingual media centers.	518,071	Sept. 5, 1984	Sept. 4, 1985.
Transition Program for Refugee Children.	Federal program administered by the State department of education to meet the special education needs of Indochinese refugee children:			
	(1983–84 entitlement)	259,024	July 1, 1983	Sept. 30, 1985
	(1984–85 entitlement)	244,040	July 1, 1984	Sept. 30, 1986.
American Indian Education.	Federal program to assist the district in planning to meet special needs of American Indian children in grades K–12.	54,011	July 1, 1984	June 30, 1985.
Mission Education	Federal funds administered through the city and county to provide tutors and liaison workers for low income children. Fiscal year 1983–84 funds.	106,943	Jan. 1, 1985	Dec. 31, 1985.
Teenage Pregnancy and Parenting Project.	Federal funds from the U.S. Department of Health and Human Services to develop a model service system for school age parents. Program implemented through an agreement with the Family Service Agency.	32,711	July 1, 1984	June 30, 1985.
Preschool Incentive Special Education Program Public Law 94–142.	Federal funds administered by the State department of education to provide special services for hearing impaired preschool children.	36,384	July 1, 1984	June 30, 1985.
Special Education Basic Grant Public Law 94–142.	Federal funds under Public Law 94–142 administered through the California State Department of Education to continue support services for handicapped children K–12.	1,369,910	do	Do.

Program	Description	Funds	1984	1985
Special Education Inservice Public Law 94-142.	Federal funds under Public Law 94-142 administered through the California State Department of Education to continue support services for handicapped children K-12.	32,085	do	Do.
Vocational Education Act Subpart 3.	Federal funds administered through the State Department of Education for vocational education programs in the following areas:			
	Disadvantaged	5,406		
	Handicapped	3,286		
	Guidance and Counseling	8,413		
	Personnel Training	5,922		
	Subtotal	[2] 23,027		
Total		10,037,682		

[1] Included in ECIA, chapter 1 above.

[2] $14,577—1983-84 extension, Dec. 31, 1976.5

IMPACT OF REDUCTION OF FEDERAL FUNDS

The impact of budgetary reductions upon Federally funded projects in San Francisco Unified School District would be proportionate to the degree and size of each reduction.

Federal monies fund certificated and classified personnel to provide services to identified students at eligible sites as written in each school level program and/or each proposal.

Materials and equipment are purchased to assist staffs in implementing services to identified participants. Depending upon the degree of reduction in funds services to San Francisco youngsters would be necessarily limited by reducing the staff positions assigned to each project, or the number of participants served would be reduced. Materials purchased to implement programs would be reduced

Federal funds are used to provide remedial and supplemental assistance to selected students who are not performing at the appropriate level or level of expectancy in the basic skills areas of Reading, Mathematics, and Oral and Written Language. Reduction in Federal funds would impair the District's ability to deliver needed services to eligible students and consequently would reduce the number of students receiving these services.

III. BILINGUAL

The San Francisco Unified School District is an urban district with a student population of approximately 63,000. Of these, over 29,000 have been identified as students coming from a home where another language is spoken. Additionally, approximately 18,000 students have been identified and assessed as Limited English Proficient students. These students come from very diverse cultural and linguistic backgrounds as well as having diverse social and educational experience from their own country.

The School District is responsible for providing educational programs for all students which includes personnel, facilities, instructional supplies and materials and other basic resources needed for their education.

To assist the schools in meeting the special needs of LEP students, supplemental assistance is available through Federal funds. The San Francisco Unified School District currently receives the following funds from the Federal Government:

Title VII Multi-Media	$518,071
Title VI Prelit Project	169,960
Transition Program for Refugees	259,0235
Emergency Immigrant Assistance	1,264,688
Migrant Program	52,7985
Title VII Case Studies	17,500
Total	2,282,040

The above funds have assisted the District inproviding support services to immigrant, newly arrived LEP students and have been successful in enhancing their educational experience.

EDUCATIONAL IMPACT

A reduction in any one of these grants will result in drastic elimination and reduction of services to LEP student. Specifically, it would eliminate the following:

1. Bilingual support services in classroom instruction.
2. Development of native language materials.
3. Staff development training for teachers and aides.
4. Counseling services to LEP students.
5. Supplemental materials and supplies to bilingual classrooms.
6. Tutorial assistance to LEP students.
7. Enrichment programs for LEP.
8. Parent educational programs.
9. Testing, assessment of LEP students.
10. Referral services.
11. Career/vocational support services.
12. English language development services.

IV. FOOD SERVICES

An evaluation of the food services program two years ago by a team of researchers from the University of North Carolina (Community Nutrition Institute 4/7/83) found that students participating in the program have higher intakes of calories (food energy) and every nutrient except iron and vitamin C than non-participants. The impact of the school lunch program is not limited to the school period, the study found, but extends throughout the whole 24 hours of the day.

No one doubts that a hungry child is not able to study, yet there has been a continued reduction of monies for the school meal program.

The District estimates, based on past experience, an approximate future loss of $344,147, if cuts are implemented.

In San Francisco the reduction of funds since 1980 has documented the national trend that smaller percentages of the student population are eligible for free lunches and as more students are directed toward reduced price lunches, children tend to drop out of the program. Urban families tend to have more than one child and the luncheon burden of $.40 for each child is quite heavy, forcing the parents to withdraw from the program.

	1979-80	1984-85
Lunch:		
Enrollment	57,390	62,640
Approved free	28,682	23,607
Percent of enrollment	49.9	37.6
Reduced price	5,542	5,045
Percent of enrollment	9.6	8
Breakfast: Reduced price (percent)	14.6	5

San Francisco does not wish to be part of the 1400 schools nationally who have dropped out of the program due to budget cuts.

V. VOCATIONAL EDUCATION

San Francisco Unified School District has 20,911 eligible secondary students for vocational education. Present funding only allows us to service 6,832 students. New legislation, specifically, the Carl D. Perkins Act requires school districts to match the Federal funds. The matching funds cannot be teachers' salaries or instructional supplies or materials. Since school districts budgets' encumber more than 90% of the monies for personnel and supplies, this act presents another roadblock for implementing a much needed vocational educational program. Not only are more funds needed but the matching fund stipulation should be waivered. If this is not done, school districts will need to reduce services further (San Francisco as stated earlier is only able to serve less than a third of its eligible students) or eliminate them completely.

VI. SPECIAL EDUCATION

Special Education has received approximately $1,437,000 in the form of a Basic Grant and smaller grants for In-Services, Pre-School Incentive Programs and Workability grant.

Based on current research and investigations on a nationwide level, the majority of dropouts are Hispanic and Black youths. They drop out for various reasons of which continued academic failure, lack of motivation, and pressing economic need are cited as common reasons.

Curriculum content, teaching methods and teacher attitudes toward students' sociocultural and language styles/proficiency are additional contributing factors to drop-out rates. When students experience repeated failure, disinterested teachers of undigestible curriculum, then a lack of interest and motivation towards education develops. Interest is then steered into extracurricular socialization, employment, or unconstructive (vandalism, truancy, drugs, etc.) endeavors. A decrease in Federal funds to support school programs has been a prime detriment to low income students, who for the large part are Black and Hispanic. It is proposed that for San Francisco funds be made more available for research to identify specific needs at all age levels and develop a needs assessment and action plan which will address the needs of this population. It is important to address educational systems across all age levels because dropping-out is a process. Parent/community involvement in school efforts to attack this problem is necessary.

VII. CLOSING

This presentation has shared our programs, needs and desires for future achievement. It closes by sharing successes achieved with the support of Federal funds.

Funded pre-kindergarten programs have better prepared pupils for entry into elementary schools. Third graders' test scores were described by the State Superintendent in the early 1970s as an "embarassment" are now the best for large urban areas in the State.

Teen-Parenting Program is nationally recognized for its successes. Nowhere in the country is the retention for schooling rate higher or the repeat chances of pregnancy lower than in this District. The State average is 20%. TPP enrollees average 1.5%.

Parent participation programs have been very successful. Federal guidelines do not now require District Advisory Committees, but past federally supported activities have been so successful that the school/community has retained the District Advisory Committee concept.

Bilingual Newcomer Centers, Immigrant Intake Center. (All immigrants are tested, records evaluated and proper placement into schools has made adjustments to "school culture shock" easier for students not proficient in English). These centers are recognized statewide.

No school district in the state as achieved a better record for mainstreaming special education students.

San Francisco as in other large port of entry urban areas needs Federal monies in order to meet the needs of an ever-increasing multi-cultural population. Monies are needed to recruit and train staff of various cultural make-up to work as Bilingual and Special Educators. In addition, training is necessary for non-English speaking students which present "Special Education" needs.

Another population which must be addressed is the increased numbers of students who have not had previous, formal education and are newly arrived, immigrant students. We need staff, materials and physical settings to implement these programs. There are also students that are over-aged for their classes, due to poor academic standing and continued retentions. We must focus on their self-concept and academic needs. Parent education and counseling as well as involvement must be an adjunct to all our efforts. Beyond school program and curriculum concerns, Federal monies can increase to train personnel to become more sensitive and relevant towards minorities. Stipends for minority youths to attend school would be an integral part of a specialized university training program.

More flexibility and availability of funds is needed to address this problem. In conjunction with the above-named factors, direct funding to the LEA, a limited amount but more objective Federal regulations may make the Federal Government more welcome in the school environment.

Our Staff is committed to cultural and linguistic appropriateness in education and in addressing the comprehensive make-up of each student. In order to meet this commitment, continued state-of-the-art training and recruitment efforts must be undertaken. The Federal Government can meet the needs and ideals of the educational system by providing the means to attain these commitments. More specifically, the Federal Government can impact our goals by providing incentive money to try new curriculum/teaching approaches, motivate program improvement via the means to hire more help and by providing rewards and recognition for an innovative staff.

Mr. KILDEE. Mr. Raoul Teilhet, president, California Federation of Teachers. I happen to carry a 29-year-old card in the Michigan Federation of Teachers.

Mr. TEILHET. In good standing, I hope.

Mr. Chairman, members of the committee, thank you for the opportunity to appear this morning. In that several of our national officers, Gregory Humphrey of our national legislative staff met with you in New Orleans, I will try to avoid being redundant and expedite our testimony.

The members of the California Federation of Teachers are deeply concerned about the negative potential impact that the 1986 Reagan budget would have on our public schools. The proposed reduction of $2.1 billion in Federal aid to higher education and over $300 million for elementary and secondary education to name two of the more dramatic proposed cuts, would have a devastating impact on California's public schools. These proposed budget cuts are of grave concern but when they are taken in tandem with President Reagan's proposed income tax reforms, we move from concern to a state of alarm. The proposed reduction in Federal revenue sharing will set in motion a predictable political ripple at the State level that will lead to a minimum 7-percent cut in State and local spending for public schools.

While I recognize that this committee does not have tax jurisdiction, it should be made aware of the problems that we will face in the public schools if these Federal proposals are enacted. Our research department projects that the President's tax reform proposal would cost the taxpayers at the State and local level over $16 billion in increased cost that will be detrimental to education. This is almost $1 billion more than the President has requested in his fiscal year 1986 education budget.

Over the past 2 years, the education community in California, teachers, parents, administrators, school board members, the superintendent of instruction, the California Legislature, and our Governor have collectively set in motion the most significant School Reform Program in the history of our State, and at the same time, we have received from the tax-paying citizens the largest increases in new dollars that we have ever received.

However, if the fiscal year 1986 Reagan budget and proposed tax reforms are enacted, the California school reform movement and all of its positive potential for the young people who are attending our schools will flounder on the rocks of inadequate funding and local taxpayer backlash, which is something that we have had some experience with in California.

I would like to cite one local illustration of how inadequate Federal funds translates into an erosion of a valuable program. Our union represents the employees and teachers of eight of the Head Start agencies in Los Angeles County. The Head Start Program is one of the most sucessful Antipoverty Programs that emerged from President Johnson's war on poverty. All available studies clearly demonstrate that children who are fortunate enough to attend Head Start schools do in fact receive a headstart on other students when they enter public school and that they are therefore given a chance of escaping the terrible quicksand of living in poverty in America.

The Head Start program received an insulting 1.75 percent increase in funding for 1984–85 and less than that for 1983–84. And there is now proposed a zero increase freeze for 1986. What this means is that the Head Start Program cannot find qualified teachers because their pay is too low, and as a result, teachers are working double sessions and future expansion programs are in dire jeopardy.

The salary range for Head Start teachers after 10 years of service is approximately $10,000 per year. A 1.75 percent raise for the average Head Start teacher translates into a whopping $170,000 per year. We do not believe that more poverty is the answer to the elimination of poverty.

We believe that lower teacher salaries, larger class sizes, longer working days, inadequate learning materials and nonexistent student auxiliary services constitutes a prescription for disaster for the public schools of this Nation. There is no such thing as a safety net for children who are denied a quality education.

We strongly support federally supported programs that address special student needs such as a migrant family's children, handicapped children, or immigrant children with language problems. Although we have concerns about how all of these programs are working at the local level, we are convinced that all of the programs would benefit from an increase in funding.

One of the existing laws that we believe should have high priority for funding is the Talented Teacher Act, now known as the Carl D. Perkins Scholarship Program. This program is designed to attract the upper 10 percent of high school graduates into teaching through the offers of federally funded scholarships. We support the concepts of House resolution, H.R. 747, the Hawkins Effective School Improvement Act. We also support Congressman Pat Williams' secondary school aid proposal as an important step toward addressing the disparity between elementary and secondary funding in existing Federal programs.

I would like to conclude my remarks by underlining the obvious. Albeit we tend to focus on specific statutes that presume to correct deficiencies in our public schools, it cannot be stated often enough that the most serious enemy of public education is poverty. If we would eliminate, or at a minimum, dramatically reduce unemployment in our towns and cities, there would be a stunning reversal in the rate of student dropouts and the decline of student scholastic achievement. Many teachers would be stunned to find out how quickly they have learned to teach reading when the family income of their students is increased.

The most effective reform available to this country is full employment for every family. If we intend to pass on to the next generation a credible belief in America's ideals of social justice and democracy, we must close the gap between the rhetoric of our President who claims that there is opportunity for all and the daily reality of poor and disadvantaged children in our society who see themselves trapped in a room without windows, no exits and very little light.

Unless we address the broader problems of our society with economic solutions framed by a sense of social justice, there is serious question as to whether or not any of the proposed programs will have a lasting impact on our public schools. Thank you.

Chairman HAWKINS [presiding]. Thank you very much, Mr. Teilhet.

The next witness is Marilyn R. Bittle, President, California Teachers Association.

Ms. BITTLE. Thank you very much. Good morning—good afternoon now. I have prepared a statement that I believe you have and I would like to summarize it at this time.

I am Marilyn Russel Bittle, president of the California Teachers Association. CTA is the largest State affiliate of the National Education Association. Together with its nearly 1,000 local chapters, CTA represents more than 200,000 educators in California public schools, community colleges and the 19 campus State University System.

The CTC members on all three levels of education, are gravely concerned by potential impacts of President Reagan's proposed budget cuts. CTA members are especially alarmed by recommended cuts in student aid. The President's budget would render more and more of our high school graduates ineligible for Federal assistance. Worse yet, by requiring students to pay the first $800 of their tuition costs before qualifying for any grant or loan, the administration would make it simply impossible for youngsters from our poorest families to get a college education.

Details of these cuts have been presented for you in writing by Dr. William Christ, president of the California Faculty Association, which represents 19,000 State univeristy faculty. CTA's public school members are worried and offened by the nearly 25 percent cut proposed for bilingual education.

California has by far the largest number of students whose home language is not English. Indeed, as many as 1 out of every 8 or 9 students in our public schools, or a total of 500,000 or more, come from families that speak Spanish, Vietnamese, Chinese, or some other language.

We welcome those youngsters. We want them to learn and grow in our public schools. The point is, however, that immigration is governed by Federal law—not California law. The Federal Government therefore bears a unique responsibility to help ensure that non-English speaking students get a quality public education.

Bilingual education is, in fact, one of the most successful of the Federal Government's educational programs. Indeed, much of the impetus for bilingual education came from Washington. We think it unconscionable that Federal budget planners now want to pull back on that commitment to our many new Americans.

Student aid and bilingual education are two specific concerns. They are not our only disagreements with the President's budget. We would, Mr. Chairman, endorse your own words that, "education is so important to our future that we don't believe the education budget should be cut at all."

We believe, indeed, that the Federal education budget should be increased dramatically. Two years ago the American people were shocked by the release of a study by a Presidential commission. That report was titled "A Nation at Risk." That Presidential study may well have been, as its critics charged, unduly pessimistic and excessively alarmist.

Still, everyone does agree that our schools are not doing all that we want and need them to do. They are not educating our children as well as our children must be educated if this great Nation is going to maintain its pre-eminence in the new age of information that is upon us.

To teachers, to CTA and to NEA, that message came as no surprise. For several years we had been warning that the quality of education was eroding, that our classrooms were overcrowded; that salaries were too low to attract the most talented of our college graduates into teaching; that deficiencies existed in everything from the physical plant to the supplies, materials, and equipment available to us.

What did surprise us was the administration's response to the revelation that the quality of education had made America "A Nation at Risk." The problem is nationwide, the President agreed. Therefore the national government has no responsibility for doing anything about it. "Surprised," I said. Astounded would be more like it.

If a similarly high-powered commission had reported that the Pentagon's shortcomings had undermined our defense, would the administration have said, "OK, Idaho, get to work on a better submarine." Or, "California, it is your turn to come up with a new and better bomb." Of course not.

If our nation is at risk because the schools are not up to par, it is imperative for the Federal Government to do something. What needs doing is enactment this year of the American Defense Education Act, the ADEA. For reasons this committee will understand, we favor, as does NEA, the Senate version, S. 177 in the 99th Congress.

The committee knows as well the specifics of ADEA, how the bill proposes to spend $2 billion in the first of 3 years, then 4 billion in each of the next 2 so as to improve the quality of its instructions in precisely the areas most critical to our nation's political, economic and social health; to improve the quality of instruction in math, science, foreign language, technology and communications skills.

I do not need to remind you how critically our schools need more qualified math and science teachers. Let me now give you a recent California statistic. In the spring of 1983, our public schools faced the need to hire 3,000 new math teachers for the fall term. In that same year, all 28 campuses of the University of California and the California State University System, all 28 put together were training just 97 math students who were preparing to enter the teaching profession.

Now the White House can say that is California's problem, but it isn't. Everyone of the 50 States faces a comparable problem, and that makes it a national concern. That is exactly why the American Defense Education Act is so necessary. It is vital to the future of our people and our republic.

We recognize, of course, that enactment of the ADEA will not solve all the problems of education here in California or anywhere else. The States bear the ultimate resonsibility for public education and our schools are locally controlled. CTA supports those traditions. But the Federal Government has an interest and a legitimate role to play. We look to you, the members of this committee, for leadership.

I thank you for this opportunity to present to you some of the concerns of CTA members. Thank you.

Chairman HAWKINS. Thank you, Ms. Bittle.

Ms. Craig, President, California Association for Bilingual Education.

Mr. CRAIG. Thank you very much. I want to thank the committee for an opportunity to address it this morning. I must tell you, however, that I sat on a plane in the fog this morning for about 2½ hours, and I began to worry that perhaps God was not on my side after all.

The California Association for Bilingual Education believes that the Federal role in education must continue. We believe it imperative that Federal assistance be provided to assure that limited language minority children be provided equal educational opportunity.

Thirty-one years ago, in *Brown* v. *Board of Education of Topeka*, the Supreme Court stated:

> In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the State has undertaken to provide it, is a right which must be made available to all on equal terms.

In 1985, the challenge remains painfully the same, a child cannot expect to succeed in life if he or she is denied an education. As a nation we have yet to achieve the goal of providing an educational opportunity to all on equal terms.

There are 525,000 identified LEP children in California. The number grows significantly every year. LEP children include both immigrant and citizen students. We must reaffirm our commitment to meet the needs of both groups. As a professional organization, we have reviewed international research and remain convinced that the most effective means by which to teach a second language to children is to utilize their primary language.

The California legislation on bilingual education (AB 507) requires that a certified or credentialled bilingual teacher be provided in every instance where a school has 10 or more children, who speak the same language, at a single grade level; that is, 10 children who speak Spanish at the 3rd grade will require a bilingual teacher. If there are 9 children, the staff requirement is not triggered.

Children are tested to determine their ability to function academically in English. The Supreme Court mandate from *Law* v. *Nichols* was that children should be instructed in a language they understood to enable them to compete with their English-speaking peers. The court ruled that the inability to understand English denied those children a meaningful opportunity to participate in the educational program. The initial assessment, therefore, is to determine the threshold question of whether the child is able to function in English.

To exit, or reclassify, a child the law establishes a series of criteria which must be considered to determine whether a child has achieved an ability in English to enable that child to compete with English-speaking peers. The teacher must consider a writing sample, a reading sample, a math sample, a test score, teacher assessment, parent input.

The State leadership is provided through the State Department of Education. The State Superintendent of Public Instruction, has strongly advocated new reform for California's public schools. The State Board of Education has endorsed his proposals. The State superintendent argues that California students must increase their test scores. He has supported mandatory high school graduation requirements which include two years of foreign language.

When the high school graduation requirements were adopted CABE was encouraged that the 2 years of foreign language requirement reflected a recognition of the importance of developing multiple language resources in the United States. We had hopes that instructional programs could at last be designed which would utilize both the primary and secondary language of the child to prepare that child to meet a 2-year foreign language high school graduation requirement.

We envisioned a program whereby a child in the first grade would receive subject matter in their primary language and an hour of ESL. The second grade would move the child to an hour of ESL, with art and music in English and the remaining subject matter in their primary language. The third and fourth grades could increase the English instruction to three or four subjects with an hour for the subject in which they are having the most difficulty.

Moving, then, in five or six to receive all subject matter in English with one hour for development of their own language, that child would be prepared by junior high to have all their subjects in English and take a Spanish I.

When they get to high school, they would be prepared to meet the high school graduation requirements of 2 years in order to get a diploma by taking Spanish III or IV. That child, when graduating from high school, would be prepared to move to college and meet the requirement for a 2 year institution. They would move to the work market where today there are many agencies that are seeking people that are bilingual.

We have banks and government offices and medical clinics and sales jobs and public utilities and fire stations and police stations, everyone today is seeking and paying more for the ability to speak in two languages.

That was our hope, however the State Superintendent of Instruction disagreed. He argues that bilingual children should not be permitted to maintain their primary language. He argues they must be English-speaking only. He proposes that English immersion programs should replace bilingual programs. Therefore, while the State superintendent called for 2 years of foreign language in order to get a high school diploma, he insisted that language minority children must be English-speaking only.

In addition, a regulatory change was initiated by the State Superintendent of Instruction which weakened the professional standard used to reclassify or exit LEP children from bilingual programs. I have already listed the various criteria which must be reviewed in order to reclassify a child. State legislation required the Department of Education and the Board of Education to review the bilingual program. The statute did not mandate change. It merely required a review. The State Superintendent of Instruction, however, submitted his proposed changes to the State Board of Education and they adopted those changes in November 1984.

It is important to note that the Superintendent's proposed changes were opposed by the school districts of Los Angeles, San Francisco, San Diego and the Los Angeles County Schools. These districts serve a combined 60 percent of all LEP children in California. The changes were also opposed by the California Teachers Association. Needless to say, we opposed the changes also.

Nevertheless, the regulatory changes were adopted. The changes allow a district expanded flexibility to exit a child without having to consider the math, reading or writing sample. It is to be considered irrelevant if the child scores below 36 percent on a standardized test in English. The superintendent argued that professional judgment should supersede a failing test score. Therefore, while he believes it is important for California students to increase their test scores, it is insignificant if an LEP child fails a test.

I pointed out to the State Board that if a child flunked all his algebra tests, you would not permit professional judgment to pass that child to geometry. However, the Board and the superintendent took the position that an LEP child could be exited from a bilingual program even if he or she failed to perform adequately on an English language test.

Why were these instructional protections changed by the State leadership? By identifying an LEP child, he contributes to the count of 10 or more, and hence, he triggers the staffing requirement. That is, the identified bilingual child requires that funds be spent to buy the bilingual teacher. If the pool of identified LEP children can be reduced, that is, exited, those dollars will not be triggered for the bilingual program, and the funds can be redirected to the reform program for the college-bound pupils.

The funds released when LEP children are exited—remember, you don't have to exit all 10. It can be one or two and bring it down to eight or nine. The funds released when LEP children are exited can be used to buy the third math teacher or the second science teacher, or a computer center, etc. The leadership in the State Department of Education, therefore, is seeking to use funds formerly identified for disenfranchised children for the new reform elite programs.

A final example of the gross neglect of language minority children by the State Department of Education is the issue of textbooks. Textbooks are important for a classroom. In California, we adopt curriculum frameworks; that is, a math framework, science framework, a reading framework, et cetera. The framework is critical because publishers must design their textbooks to fit those frameworks. The bilingual framework was to be revised in 1980; it has not occurred.

The previous framework had been written in 1974. It does not reflect current knowledge of the research and gives no direction to publishers who then are not able to develop bilingual textbooks. The State Department of Education and the State Board of Education have defended their refusal to develop a bilingual framework by saying they intended to incorporate the needs of LEP students into all the frameworks.

The first framework they produced, the math framework, had no mention of the needs of LEP children. When we brought this to their attention, they conferred with the superintendent's staff. They asked our organization to submit a paragraph that they could include. We declined. Today, we have no bilingual framework, the publishers have no direction and the Department of Education has announced 3 weeks ago that they are not planning to produce a bilingual framework.

The leadership of the State Department of Education will not adequately serve the needs of language minority children. Federal assistance is needed desperately. Your leadership is essential.

We ask that you consider Federal legislation to support the development of new teacher training programs for bilingual teachers. This should include the development of programs to recertify teachers. Institutions of Higher Education must assume leadership roles in this effort. This plan should include loans for potential bilingual teachers. Just as we commit money to the development of space, we need to commit money to the development of minds. The best defense of our Nation will lie in the full development of its intellect—to support continued research on effective language instruction (not merely bilingual instruction.)

We have a language crisis in this Nation. We ask you to provide matching funds for corporate gifts to support partnerships between business and schools which would be designed to match the language needs of the corporation and the school.

Finally, we could adopt a simple solution—pay the bilingual teacher an $82,000 a year salary. I guarantee you that within 2 years, we would have all the bilingual teachers we need.

Our public schools have changed. They were never as good as they are remembered, but neither were they as bad. The challenge for lawmakers and for our entire society is to not abandon the public school system simply because it now serves 80 percent of all school age children instead of 52 percent.

We cannot turn our backs on these schools because they serve minorities as well as whites. The challenge is not only to achieve reform in education but to achieve justice in our society. We desperately need your help.

Let me thank Congressman Kildee for your help in assisting on Federal legislation. Thank you.

Chairman HAWKINS. Since you named Mr. Kildee, we will begin questioning with him. Mr. Kildee?

Mr. KILDEE. I should take my retirement. I will say I learned—I certainly enjoyed working with bilingual teachers and reauthorizing the bill last year. Even though the purpose of bilingual education, and we state it in the bill, is to help the student gain proficiency in English and use the native tongue for that purpose, it is strange we try to beat out that native language from them.

You know, to be really bilingual should be a asset to the individual and to our Nation. We are the most monolingual nation in the world, probably not in this area, but it is quite different than Michigan here.

It should be an asset to the individual and, to our society. So while we make it very clear in the new Federal bill that the purpose of bilingual is to help the student gain that proficiency, I think there is much to be said to make sure we don't try to discourage them from being really bilingual. But I appreciate your testimony. Thank you very much.

Chairman HAWKINS. Mr. Goodling?

Mr. GOODLING. Thank you, Mr. Chairman. I have two quick questions. Mr. Tom, I am not sure what you referred to when you talked about the matching funds in vocational education, unless you were referring to handicapped and disadvantaged.

Mr. TOM. No, I was informed by our vocational education administrator that under the—I get in the proposal, recent requirement, we would be required to obtain funds from the Federal Government, in order to get—the school districts have to match those funds.

Mr. GOODLING. That isn't correct. I would be happy to talk to the person who gave you that information. I know there is a problem in relationship to handicapped and disadvantaged.

Mr. TOM. This was a requirement, I thought.

Mr. GOODLING. But the only reason that is there is because the lobby for those two groups won't let us make it more flexible. So I would be happy to talk to the person or have our staff members talk to the person who may have a misconception of what the bill finally did.

Mr. TOM. Fine. I will give them your name.

Mr. GOODLING. My other question, then, would be for Ms. Craig, and the question would be what do you think of Mr. Johnson's Preschool English Acquisition Program? Were you here to hear his testimony?

Ms. CRAIG. Yes, I heard the brief description, and I think that we have had—I believe the kind of preparation we give children in preschool is very critical. That is one of the problems we have.

If you have a language instructional program where the child is preschooled, then we have to understand the level of reliance of that child on their primary language. Canada has had more experience than we on immersion—that is in a second language, not the primary language, and they have advised us against using them for minority language programs.

The kind of program where it is found to be the most effective instructionally is when it is additive, building on and developing the two language skills. If the purpose of the preschool program is exclusively for the purpose of removing the primary language, then I would have some reservations with that, especially in light of the fact that 8 years later you are going to tell that child if she or he wants to get out of high school, he has to take Spanish.

It really depends on the instructional design.

Mr. GOODLING. Thank you.

Chairman HAWKINS. Mr. Owens?

Mr. OWENS. I wondered if any of you would like to address the fact that the ratio of pupils to teachers is much too great. You want smaller class sizes; at the same time the teacher salaries are too high. Some proposals are being made in New York that there be a special appropriation by the State to raise teachers' salaries and people object to that interference. The likelihood that class sizes will be reduced instead of raising salaries, if you leave it to the local authorities, is nil.

How do you get out of that dilemma of the need for the funds for both?

Mr. TEILHET. Congressman, you don't. They have been asking us that question for a long time; do you want smaller size or more salaries? And the answer has been emphatic all the time; both.

Mr. OWENS. Would you want the Federal or State government to set minimums and override local school boards?

Mr. TEILHET. That is one option. I don't think it is the best one. If we don't raise the salaries, we don't have the qualified teachers regardless of the ratio. It is like asking someone would you rather have a qualified doctor or a well-staffed private room?

I think the answer is both.

Ms. BITTLE. You have asked the teachers in this country to subsidize public education by asking them to take an alternative.

Mr. JOHNSON. Every time you raise class size and you do, the teachers are at that point subsidizing public education and our position in Los Angeles is that the Los Angeles teachers have been subsidizing public education with low salaries, horrible working conditions, large classes, inadequate materials and supplies—you name it.

And we have been subsidizing the public education system in this city for far too long. We don't want the either/or option. As Mr. Teilhet and Ms. Bittle said, we want both. If this country wants a system that will educate the children of this society to live in the future, they will have to pay for it.

This is a capitalistic society. The teaching professional is the only professional where the supply is—or the demand is not being met and that is because there is not enough money. There is no shortage of administrators in Los Angeles. Why? Because the salaries and working conditions are wonderful. But there is a shortage of teachers. Why? Because the salaries and working conditions are deplorable.

So we won't get into that box, either/or. We want both, and we want them now. And if this society wants good schools they are going to have to pay for them just like if they want a good defense system, they are going to have to pay for that, too.

There are no halfway answers.

Mr. OWENS. Thank you.

Ms. BITTLE. Another point, too, is that it is sad that the upward mobility for teachers is to leave the classroom and be an administrator because that is where they see the pay. If we are really concerned about excellence, we want to keep the very best in the classroom, and we have to pay them, and we must say that as a priority, as prioritizing in this country and certainly in this State, that we are willing to do our very best to keep those people, those excellent teachers in the classroom so they won't leave to gain more money elsewhere.

That means lowering class size and raising pay.

Ms. **Craig**. May I add a comment? One of the concerns we have talked about in terms of LEP children, and the procedure the Department seeks to make it easy to exit a child for fiscal reasons, the impact of that will be that a teacher who has not had any additonal training and has no support, no aides, will get that two or three exited LEP child who is not able to function in an English class only so that that teacher with 31 students already will end up getting three additional reclassified LEP children who will require 10 or 15 percent of his or her time.

It is a formula set for failure and it just concerns us tremendously.

Mr. **Owens**. Thank you. No further questions, Mr. Chairman.

Mr. **Hayes**. One question, and I was going to raise it, but it was raised by my colleague, Mr. Owens. And the response from all the panelists mostly has indicated that we seem to be thinking in the right direction. Thank you.

Chairman **Hawkins**. Mr. Dymally?

Mr. **Dymally**. Thank you, Mr. Chairman.

I just want to observe to Ms. Craig that I think God is on the teacher's side, but the budget is not.

The budget is also not on California's side. Look at the programs that impact so heavily on California, and especially on urban areas like San Francisco, and LA: Refugee education is cut. Bilingual education is cut. Compensatory education is cut, and on and on. You are somewhat fortunate you have a slight surplus in your budget to help pick up the slack, but I don't know what will happen next year in California when that surplus has been eaten up and when revenue sharing has been taken back.

So there may be some problems next year if these cuts stand in the Federal budget.

Chairman **Hawkins**. Thank you.

Ms. Craig, my understanding is that certain instances teachers in bilingual programs are given waivers. Can you describe what happens in those cases and how the effectiveness is maintained in that process?

Ms. **Craig**. The State legislation came into effect in 1976 and we had the task of getting proposal Point 1 to Point 10 as effectively and quickly as we could. We clearly were not going to have, and still don't have, all the bilingual certified or credentialed teachers we needed. So we set up in the bill a process by which teachers could go on waiver. And what that meant was they were making a commitment within 3 to 6 years to achieve the level of certification; that there were three areas that they must pass, and one is methodology. The other is culture, and the third is language.

As you might imagine, language was the most difficult to pass. I think one of the things that gradually made teachers a little more supportive is that while they felt initially the child ought to learn English in a year, they turned and said quickly I will need four or five to learn a language, because it is a difficult task to do.

The teachers on waiver then—some of them, if they had access to a good program, would move through very quickly. Some of them, if they did not have access to a program, took longer. If they found the langauge very difficult to do, they were reluctant to finish that. We had a number of teachers initially who did not want to do it at all. So in the early period of time there was resentment at the child rather than understanding that the nature of teaching is that knowledge changes very rapidly and that we must continue to retain and to get that piece of knowledge.

So some of the waivered programs were not as effective and some of them initially had teachers who resented having to do it. I regret that resentment and yet when the class has gone from three LEP children to 18, clearly there is a professional need for development and retraining.

I might add on the bright side that many of the county offices of education in California do a good deal of training here. In 1976, many of the teachers would come in and say, I don't want to do this, when will you abolish the law? But I have to tell you that since 1980, 95 to 99 percent of the teachers who come into the program on the waiver programs, continue to come in to say when are you going to abolish the law. They say, "We want to know how to do it right. And we want the training."

So that a waiver teacher is one on their way to becoming certified bilingual.

Mr. **Dymally**. Mr. Chairman.

Chairman **Hawkins**. Mr. Dymally.

Mr. **Dymally**. I want to thank you for raising that question because if you recall I was visited by teachers and administrators from the district, and I brought this question to you. You thought we ought to explore it with the staff, and we did that.

This was the crux of the issue, whether the student should have 1 year to learn it and the teacher four. The meeting broke up on that dilemma.

Thank you very much for raising that issue, Mr. Chairman.

Chairman **Hawkins**. Thank you.

Again, the Chair would like to thank all the witnesses for their excellent presentations.

I think the enthusiasm both of the members, as well as the audience, indicates that you have struck a very acceptable level and we appreciate your contribution. Thank you very much.

The next panel which was supposed to have started at 12 is now ready to begin. It will consist of Ted Alexander, president, Council of Black Administrators, Los Angeles Unified School District; John Mack, cochair, Black Leadership Coalition on Education, and president, Los Angeles Urban League; Grace Foster, vice president for education, California Congress of Parents, Teachers and Students; Ruby Aguilar, executive director, Parents Involved in Community Action, Los Angeles; Dr. Alfred Moore, Principal, 95th Street Preparatory School, Los Angeles; and Georgeann Tomsen, California State Education Director, League of Women Voters.

We welcome those witnesses who have been named. We seem to have selected the right number—or have we? We need one more chair. Would you sit at the end of the dias here?

We will begin with Mr. Alexander.

STATEMENT OF TED ALEXANDER, PRESIDENT, COUNCIL OF BLACK ADMINISTRATORS, LOS ANGELES UNIFIED SCHOOL DISTRICT; JOHN MACK, COCHAIR, BLACK LEADERSHIP COALITION ON EDUCATION, PRESIDENT, LOS ANGELES URBAN LEAGUE; GRACE FOSTER, VICE PRESIDENT FOR EDUCATION, CALIFORNIA CONGRESS OF PARENTS, TEACHERS, AND STUDENTS; RUBY AGUILAR, EXECUTIVE DIRECTOR, PARENTS INVOLVED IN COMMUNITY ACTION, LOS ANGELES; ALFRED MOORE, PRINCIPAL, 95TH STREET PREPARATORY SCHOOL, LOS ANGELES; AND GEORGEANN TOMSEN, CALIFORNIA STATE EDUCATION DIRECTOR, LEAGUE OF WOMEN VOTERS

Mr. ALEXANDER. Thank you, Mr. Chairman.

Chairman HAWKINS. We are delighted to welcome you.

Mr. ALEXANDER. Thank you, Mr. Chairman, and members of the subcommittee.

First of all, I would like to thank you, Mr. Hawkins, for your keen interest in education, and as long as I have been a citizen of Los Angeles—I was born here—I can only remember one person in your district, and that is you, and we really appreciate all the support you have given us, even to the point of attending our meetings of the Council of Black Administrators, personally attending, along with your representatives.

Chairman HAWKINS. Thank you.

Mr. ALEXANDER. Most, in fact, all the speakers this morning have addressed the concern of the cuts in the budget. Of course, I would support the fact that we cannot in any way support any cuts in the budget.

However, I would like to take another approach, realizing that, and that is the concern for how the money is spent on programs which are in place.

As you stated, I am Theodore Thomas Alexander, Jr., presently in charge of the Student Integration Options Office of the Los Angeles Unified School District and president of the Council of Black Administrators.

I would like to address several points this morning which I feel are pertinent to the improvement of the quality of education for all children, locally and nationally.

In my present position, I have had the opportunity to study many districts that have gone through a desegregation process, and overall it is apparent that in most instances, minority students who were involved in the process are in no better condition academically today than they were before the original desegregation case filed in each city studied.

In fact, conditions are worse in most instances. With this in mind, while we cannot neglect our responsibility to desegregate schools, we must also begin a more intensive program to improve the quality of education for the majority of children who were not desegregated.

Dr. Ronald Edmonds and others have developed an approach called "the more effective schools concept." The concept is not a new one and can be modified to fit many situations. There are several critical elements to the concept.

Instructional Leader:

One of the most critical elements of the successful program is the instructional leader of the school, more commonly called the principal or administrator. For too many years, we have tried to clone individuals to fit the mold of previous administrators who, in many instances, were not successful at their tasks. We need to examine the process for selecting individuals who will guide the schools so desperately in need of leadership.

On upgrading teacher quality: We need to look at the process for selecting teachers for schools with critical instructional needs. We need to begin training these teachers so that we have individuals who wish to be at the location and are sensitive to the needs of young people and the community.

In counseling, our approach to counseling needs to be modified. Parents need to be made aware of opportunities that are available for young people and also those programs or courses that are necessary for them to take in order to be successful in a particular field.

As far as teacher/pupil ratio, we need to take a closer look at the teacher/pupil ratio to determine ways of truly improving the quality of instruction, not just by lowering the teacher/pupil ratio, but looking at the instructional methods used to improve the quality of instruction.

Parent involvement, a very sensitive area:

For years under Federal programs, we have tried to improve parent involvement by establishing advisory councils or programs such as the educational aide program in the schools to bring more parents into the school.

In some instances, these programs have worked, but for the most part, from my experience, I do not feel that they have truly met the needs of our students.

I have stated several problems and now I would like to make some recommendations to give direction to the committee regarding future legislation. I must add, we are not in support of Federal cuts, but what we are saying is that we need the money, in fact, even more so, but with the money comes responsibility and accountability on our part, and we would like to make some suggestions regarding use of that money or changes that should be made.

The instructional leader: Over the years I have worked as a teacher, training teacher, administrative consultant, administrative supervisor, deputy area administrator, specialist in community relations, supervisor in community relations, principal, assistant principal and a director of the Integration Office. I am saying this to say I have worked in Federal programs, worked in locally-funded programs.

And, historically, as a profession, we have placed the most inexperienced teachers and administrators in schools where we feel that we would get the least amount of parental pressure. We all know that these schools should have the most experienced personnel possible.

When we are critically ill, we look for the best and pay the highest price for an experienced doctor to assist us with any physical problem. May I suggest a novel approach to select administrators for these schools which have a record of being difficult for whatever reason, would be to have an open application. The district would create a pool of experienced and new administrators who have gone through a training program.

Administrators interested in working in one of the schools would apply for the position. Once the person is selected, he or she would be allowed to select his or her administrative staff, including assistant principals, dean and head counselor on the secondary level or assistant principal(s) on the elementary level. The same procedure would be followed for the classified staff.

The principal in this situation would also be allowed to select his teaching staff. The staff would be committed to remain at the school for a period of 5 years. In this situation, the principal would have a team with the same philosophy willing to remain voluntarily in an educational environment to improve the academic level of students. It is a novel approach, and I am sure many people would not wish to use it.

I think we should try it on an experimental basis. You know, we have tried a lot of things that haven't worked.

Upgrading teacher quality: Again, historically, new teachers are placed where there are vacancies. The turnover in most inner city areas is very high. Teachers will do a better job if they are placed in educational situations where they can be effective. We have tried various incentive plans, and I personally feel that these plans can work if they are organized properly and supported by staff.

However, there must be a commitment on the part of all persons to ensure that needs of children are being met rather than just those of staff or the district.

Experienced teachers and new teachers alike should be made aware that they are hired by the district and can be placed at any school at any time where there is a need. Their in-service training should be an ongoing process, which would include pupil-free days with meaningful in-service training conducted by companies, organizations or professionals who have truly significant materials to share with teachers.

These sessions should be required of all teachers and administrators as a part of their employment. One part of any in-service program should stress the importance of role modeling for our students, which includes professional dress and, again, in my position, I say this, the proper use of standard English so that all students will be prepared to communicate effectively in our society.

In the area of counseling, so often counseling is looked upon as a service for high school students only. We must begin at an earlier age, preferably the elementary level, to work with students; specifically those in inner city schools, to ensure that they are receiving the proper information regarding course work which is necessary as prerequisites for advanced courses.

The counselor/pupil ratio should be reduced in all schools to a level which will allow counselors to utilize a holistic approach to counseling. An additional recommendation would be that the counselors remain with the students for the duration of the junior high school or senior high school experience.

Now, an area that was mentioned earlier by others, teacher-pupil ratios, there have been many studies regarding teacher-pupil ratios; therefore, I will not give you an arbitrary figure to say "*x*" amount would be the ideal ratio for a classroom.

There are arguments on each side.

Approximately 15 years ago, as the principal of a large title I compensatory education school, while being evaluated by the State Compensatory Education Department, I was told I must follow specific guidelines in developing an educational program for the school.

I wasted so much time in redtape trying to understand their interpretation of the guidelines that many useful hours of instructional time were lost. My staff and advisory council decided to try a new approach, since most schools that were following the guidelines were failing to meet their academic achievement.

The program was a very simple one. With the consent of our advisory council and staff, we budgeted our title I money into teaching positions to work directly with classroom teachers to reduce the teacher-pupil ratios during reading and math on the primary level to an 8-to-1 teacher-pupil ratio and a 12-to-1 teacher-pupil ratio in grades 4, 5, and 6.

It was a team teaching approach in which the classroom teacher worked directly with the resource teacher in planning the instructional day. Our entire program was organized so that the reading and math teachers would go from classroom to classroom and would be responsible for a specific number of children in each room.

They were held accountable for the work of the children and as a school, we recorded the progress of the students on a regular basis. All teachers worked directly with children. There was a significant rise in the reading level of the children at Normandie Avenue School during that period.

Now, to go on, the State Department of Compensatory Education was not pleased with the structure of our program and, therefore, I was told to conform to State guidelines because our parent involvement component should consist of aides rather than volunteer parents.

We had a tremendous number of parents that came in and worked with us.

As far as the evaluators were concerned, the guidelines were more important than the students' academic achievement. My point is, so many times we get so bogged down in regulations that we overlook identifying creative ways of improving the quality of education. In this instance, I had a very strong advisory council, and we were able to maintain the program while I was principal.

There were other areas I would like to discuss with you because I know our children are being harmed by the regulations and their interpretations of them, but I will not discuss that at this point.

Parent conferencing: I stated a moment ago that I had a very active and positive advisory council, but I feel that I was one of the rare exceptions. So many councils are established to maintain the status quo rather than to improve the quality of education.

May I suggest a new approach for parent involvement with the emphasis on parent-teacher conferencing? Any new legislation regarding education should have as one of its components mandatory parent-teacher conferencing at least twice a year, on a regularly scheduled basis.

These conferences would not be a part of "open house" or "back to school night," but a time set aside as a scheduled appointment for the teacher and parent to sit down and diagnose problems and then for the school to prescribe those learning techniques which would be necessary to improve the quality of instruction for the pupil.

Again, I state that this should be a mandatory aspect and that the program should be established so that the conference sessions for parents to attend would be structured so that all parents would have an opportunity to participate during hours which are convenient for working parents. Conferencing should be for all grades, kindergarten through grade 12.

I know personally as a parent—and I am sure you do, too—I would not send my child to the doctor with a note stating: "Please find out what is wrong with him, fill out this form and return it to me." But, in the field of education, we have taken this approach, inasmuch as we have students take home a report card, ask the parent(s) to sign it and return the report without any interaction between the parent and child and the school on ways in which to improve his/her academic achievement.

These are but a few ways in which I personally feel that we may begin to address the problems that plague our inner city schools. I would be pleased to further elaborate at a future date with you on programs that would improve the quality of education for all children.

For too many years, we have been concerned with equal educational opportunity. We should move toward equal educational outcomes; that is, determining what resources are necessary to provide students with the experiences which will allow them to grow to their full potential. These resources may vary from school to school or from community to community.

As a professional and a parent, I stated while on the stand during the integration case in Los Angeles, "Just because a school happens to be all minority is no excuse for it to be at the bottom rung of academic achievement." I know personally that our children and parents want the best and deserve the best and that our children will achieve if given the proper instruction.

Thank you for this opportunity to appear before you.

Chairman HAWKINS. Thank you, Mr. Alexander.

Next is Mr. John Mack, cochair, Black Leadership Coalition on Education, president, Los Angeles Urban League. Thank you, Mr. Mack, for appearing. Would you explain what, or who, are the members of the coalition?

Mr. MACK. Yes, Mr. Chairman.

Chairman HAWKINS. If your statement does not.

Mr. MACK. Yes, it does, Mr. Chairman. I will get into it.

Thank you, Honorable Chairman, Mr. Hawkins, and to our distinguished and esteemed chairman, of whom we are so proud in this community, and Congressman Dymally, another of our Congressmen, and my dear old friend, Congressman Kildee, for so many years, and members of the committee, I am John W. Mack, president of the Los Angeles Urban League, and cochairperson of the Los Angeles Black Leadership Coalition on Education. I am joined by my colleague, Mark Ridley-Thomas, executive director of the Los Angeles Chapter of the Southern Christian Leadership Conference here in Los Angeles; and cochairperson of the Black Leadership Coalition on Education. The third cochairperson of our coalition is Raymond Johnson, president, Los Angeles branch of the Los Angeles NAACP. He was unable to join us, due to a prior commitment.

On behalf of my colleagues, civil rights groups, black clergy, and individuals concerned about the education of, and improving the quality of education for, black students in Los Angeles schools, I would like to thank you, our distinguished Congressmen, for inviting us to testify before this key congressional subcommittee.

The Black Leadership Coalition on Education is committed to the principle of equal integrated education for all children. The Black Leadership Coalition on Education is specifically concerned about the educational opportunities, presently available to the students attending predominantly black schools in the Los Angeles Unified School District.

There is general agreement among our constituents, that the state of education in Los Angeles, and in America, represents a national crisis. A variety of recent reports have highlighted the fact that the Nation's educational systems are failing to effectively educate our children.

The National Commission on Excellence in Education, in "A Nation at Risk," in 1983, identified the "Nation's youth who are most at risk." The Commission described them as "key groups of students, such as gifted and talented, the socio-economically disadvantaged, minority students, and the handicapped."

The Reagan administration's proposed budget cuts, freezes, and program terminations will exacerbate, rather than provide urgently needed educational solutions, as recommended in the Commission's report.

I concur with many of the previous speakers, and I will not outline the specific areas, but we believe these cuts on these programs will severely cut the ability of education to develop the students most seriously dependent on the system, those who attend the public school system.

Suffice it to say, that we are totally unequivocally opposed to any budget cuts of any nature that this committee has responsibility for because we think, if anything, Federal funds should be increased, not decreased, if we are to begin to meet the basic educational needs of our youth.

Public education is at the crossroads. It must generate and equip and educate our youngsters so that they can present the marketable skills in the workplace of today and tomorrow, to that employer, who has new and changing kinds of requirements of those working for him or her.

In addition, if they are to be prepared to go on to college, they are going to have to be better prepared.

We are greatly concerned about the decline in overall teacher quality in too many instances, and we support the concept of skills competency testing, to assure teacher competency in reading, language, and mathematics.

It is also essential that teachers are familiar with basic pedagogical principles, important to teaching. We are encouraged that AFT president, Albert Shanker, committed himself to improving professional standards for teachers.

However, we urge and insist that any testing of current or potential teachers not be culturally or racially biased, and that it be administered on a completely nondiscriminatory basis.

In his paper regarding "Modern Technology and Urban Schools," prepared for the National Urban League's 1985 "State of Black America," Dr. Robert Fullilove III, of the University of California at Berkeley, discussed the growing power of computers, and their implication for blacks and other minorities in education.

According to Dr. Fullilove's research, computers are far less accessible in predominantly minority elementary schools than in white elementary schools. In minority schools, the ratio of students to computers was 233 to 1, in comparison to a ratio of 183 to 1 among all schools.

He indicated that computer users in "working class white elementary schools spent an average of 35 minutes per week in front of a computer, as compared to 24 minutes per user in affluent white schools, 22 minutes per user in middle-income white schools, and 18 minutes per user in predominantly minority schools."

Almost 51 percent of the working class white elementary schools used computers most extensively with their above-average students, while only 26 percent of the minority elementary schools provided computer activities for above-average students. Predominantly minority elementary schools utilized computers most extensively with their below average students, or 32 percent.

Low-income white elementary schools are more likely to stress computer literacy and computer science, and are less likely to use computers for basic or remedial education than minority schools, according to Dr. Fullilove.

This is significant, in view of the increasing trend by a number of colleges and universities requiring that students be computer literate, as a condition for admission.

Those not going to college, it is important to them, too. Technology is on us. Banks use computers, for example, and employment in a bank would require computer abilities, and students without this training will be ignored in that area of employment.

The California Post Secondary Education Commission's recently released 1983 high school eligibility survey reported some very shocking and extremely disturbing results pertaining to California's black high school graduates.

According to the study, 13.2 percent of the 1983 graduates of California's public high schools were eligible for admission to the University of California, and 29.2 percent to the California State University. Only 3.6 percent of the black high school graduates were qualified to enter the University of California; 4.9 percent Hispanics; 15.5 percent whites; and 26 percent Asians.

There was a similar pattern of eligibility for the California State University with black high school graduates qualifying at approximately one-third the average rate for all students.

A recent Los Angeles Unified School District study revealed that more than 44 percent of senior high school students had left or dropped out before graduation. This "attrition" or dropout rate is believed to be significantly higher in the predominantly black and minority south central Los Angeles schools.

These are very distressing results which must be turned around at the local, State, and Federal levels. Despite these extremely serious and dismal overall educational experiences for too many black students, there are some encouraging exceptions.

I would like to highlight one outstanding such example of educational achievement in south central Los Angeles schools that we can point to with great pride and elation. You will hear from one of the participants, Mr. Moore.

The preparatory triad school concept was initiated by three outstanding black educators. Dr. Robert Martin, Alfred Moore—sitting here—and George McKenna. They were strongly supported by their area Superintendent Phil Jordan, and Dr. Harry Handler, the Los Angeles Unified School District superintendent.

Their philosophy and approach include many of the basic elements of Congressman Hawkins' Effective Schools Development in Education Act of 1984, such as, "one, strong leadership at the school level; two, high expectations that each child is capable of learning; three, an orderly school atmosphere, conducive to learning and teaching."

According to George McKenna, principal of Washington Preparatory High School, their greatest emphasis is on academic excellence of the student.

Within a few years, the results of this exciting educational experience are in evidence. During the past 2 years, approximately 80 percent of the graduates of Washington Preparatory High School—a predominantly black inner city high school in this city—have enrolled in college.

In addition, during the past 2 years, Washington High School has sent more black students to the University of California at Berkeley than any other high school in America. Washington High School's absenteeism has been dramatically reduced from 30 percent to less than 10 percent, according to Mr. McKenna, the overall State of California absentee rate is 19 percent.

This triad model is one example that needs to be duplicated and emulated throughout urban inner city schools, as well as all over our Nation.

Mr. Chairman and committee members, I urge your committee to carefully consider this superb example of educational achievement as you formulate your recommendations for congressional action.

During recent years, Congress has wisely seen fit to appropriate more money for education than proposed by this administration, and it is important that you continue to do so.

It is imperative that legislative and budgetary recommendations of this committee reflect a commitment to allocating adequate Federal aid in support of elementary and secondary education. To do less will represent an abandonment of the Federal Government's responsibility to guarantee equal education for youth of all races, religions and income levels.

The Black Leadership Coalition on Education will support legislation, programs and resources which address the following areas:

One, support of Chairman Hawkins' Effective Schools Development on Education Act of 1984.

Two, effective elimination of the high rate of illiteracy among black and other underrepresented minority youth.

Three, reduction of the alarming dropout rate. Through the implementation of effective methods for improving the quality of teaching and educational approaches which result in improved student achievement among those who are "most at risk."

Four, increased funding for Head Start programs.

Five, continued school lunch subsidies for needy students.

Six, financial college aid to poor and middle-income college students commensurate with rapidly rising costs.

Seven, vocational training for all students, with provisions for addressing the priority needs for noncollege students.

Eight, funding for computers and computer literacy instruction, targeted for poor urban black and other minority youth.

Nine, provide additional tax and other incentives to computer corporations to encourage and stimulate computer donations to inner city urban schools.

Ten, initiatives and funding to reverse the current trend of very low and decreasing eligibility for black students seeking admission to the University of California and Cal State University institutions.

The Black Leadership Coalition on Education urges your subcommittee and indeed, the entire Congress, both Democrats and Republicans, to provide leadership in meeting these major educational needs and challenges. Black youth need you. Poor youth need you. Other minority youth need you. All youth need you.

The Black Leadership Coalition on Education stands ready to work with your subcommittee and its leadership in advancing equal and quality education for all students.

We must work together and provide the kind of education that will prepare all youth, regardless of race or economic level, to compete in this rapidly developing world of modern technology.

The potential of our Nation, as a democracy, will remain unfulfilled until all of its people receive an equal and effective education which will enable them to develop their untapped potential.

Thank you.

Chairman Hawkins. Thank you, Mr. Mack.

[Prepared statement of John Mack follows:]

Prepared Statement of John W. Mack, President, Los Angeles Urban League and Co-Chairperson, Black Leadership Coalition on Education

To the Honorable Chairman Hawkins and subcommittee members. I am John W. Mack, president of the Los Angeles Urban League, and co-chairperson of the Los Angeles Black Leadership Coalition on Education. I am joined by my colleague, Mark Ridley-Thomas, executive director of the Los Angeles chapter of the Southern Christian Leadership Conference here in L.A.; and co-chairperson of the Black Leadership Coalition on Education. The third co-chairperson of our coalition is Raymond Johnson, president, L.A. branch of the Los Angeles NAACP. He was unable to join us, due to a prior commitment. On behalf of my colleagues; and the coalition's over 40 members, representing black elected officials, civil rights groups, black clergy, and individuals concerned about the education of black students, attending Los Angeles schools; I would like to thank our distinguished Congressman and Statesman Augustus Hawkins for inviting us to testify before this key congressional subcommittee.

The Black Leadership Coalition on Education (BLCE) is committed to the principle of equal integrated education for all children. The black leadership coalition on education (BLCE) is specifically concerned about the educational opportunities, presently available to the students attending predominantly black schools, in the Los Angeles unified school district.

There is general agreement among our constituents, that the state of education in Los Angeles, and in America represents a national crisis. A variety of recent reports have highlighted the fact that the nation's educational systems are failing to effectively educate our children. The National Commission on Excellence in Education, in "A Nation at Risk in 1983," identified the "Nation's youth, who are most at risk." The Commission described them as, "key groups of students, such as gifted and talented, the socioeconomically disadvantaged, minority students and the handicapped."

The Reagan administration's proposed budget cuts, freezes, and program terminations will exacerbate, rather than provide urgently needed educational solutions, as recommended in the Commission's report. The administration's proposal to terminate the 672 million dollar school lunch subsidy would deny many students balanced meals, who are in desperate need of them. The proposal to cut 59 million dollars from the extremely successful headstart programs is totally unacceptable. Practically everyone agrees that Headstart has been overwhelmingly successful over the years; in preparing poverty stricken pre-schoolers and their families, to function effectively in an educational environment.

We strongly oppose the proposed 37 million dollar freeze on block grants for the education of the disadvantaged and the handicapped; as well as another proposed 50 million dollar freese, which may result in the total elimination of other effective employment and training funds for untrained and unemployed youth.

These represent just a few of the potentially devastating educational and training losses for minority and non minority students and youth.

The black leadership coalition on education feels very strongly about all educational and training and other programs, whose futures are in jeopardy because of the proposed cuts. The youth, who need help the most, i.e., blacks, other minorities and the poor, are in great need of programs such as Headstart; block grants for the education of the disadvantaged and handicapped; vocational education, science, mathematics, and other secondary school assistance programs; and nutritional programs. The state and local systems responsible for providing assistance to; and implementing programs for these students, continue to be negatively impacted by severe federal budgetary restrictions.

The Black Leadership Coalition on Education unequivocally opposes the administration's proposed budget cuts, which affect programs under the jurisdiction of your education and labor committee.

We are also greatly concerned about the decline in overall teacher quality, in too many instances; and support the concept of skills competency testing, to assure teacher competency in reading, language and mathematics. It is also essential that teachers are familiar with basic pedagogical principles, important to teaching. We are encouraged that AFT president, Albert Shanker, committed himself to improving professional standards for teachers. However, we urge and insist that any testing of current or potential teachers not be culturally or racially biased, and that it be administered on a completely non-discriminatory basis.

In his paper regarding "Modern Technology and Urban Schools," prepared for the National Urban League's 1985 "State of Black America," Dr. Robert Fullilove III of the University of California at Berkeley, discussed the growing power of computers, and their implication for blacks and other minorities, in education. According to Dr. Fullilove's research, computers are far less accessible in predominantly minority elementary schools, than in white elementary schools. In minority schools, the ratio of students to computers was 233 to one in comparison to a ratio of 183 to one, among all schools.

He indicated that computer users in "working class white elementary schools spent an average of 35 minutes per week in front of a computer, as compared to 24 minutes per user in affluent white schools, 22 minutes per user in middle income white schools, and 18 minutes per user in predominantly minority schools."

Almost 51% of the working class white elementary schools used computers most extensively with their above-average students, while only 26% of the minority elementary schools provided computer activities for above-average students. Predominantly minority elementary schools utilized computers most extensively with their below average students or 32%.

Low income white elementary schools are more likely to stress computer literacy and computer science, and are less likely to use computers for basic or remedial education, than minority schools, according to Dr. Fullilove. This is significant, in view of the increasing trend by a number of colleges and universities requiring that students be computer literate, as a condition for admission.

The California postsecondary education commission's recently released 1983 high school eligibility survey, reported some very shocking and extremely disturbing results, pertaining to California's black high school graduates. According to the study, 13.2 percent of the 1983 graduates of California's public high schools were eligible for admission to the University of California, and 29.2 percent to the California State University. Only 3.6% of the black high school graduates were qualified to enter the University of California; 4.9 percent Hispanics; 15.5 percent Whites; and 26 percent Asians.

There was a similar pattern of eligibility for the California State University with black high school graduates qualifying at approximately one-third the average rate for all students.

A recent Los Angeles unified school district study revealed that more than 44 percent senior high school students had left or dropped out before graduation. This "attrition" or dropout rate is believed to be significantly higher in the predominantly black and minority south central Los Angeles schools.

These are very distressing results which must be turned around at the local, state and federal levels. Despite these extremely serious and dismal overall educational experiences for too many black students, there are some encouraging exceptions.

I would like to highlight one outstanding such example of educational achievement in south central Los Angeles scools, that we can point to with great pride and elation. The preparatory triad schools involving 95th Street Elementary, Bret Harte Intermediate, and Washington Senior High Preparatory School.

The preparatory triad school concept was initiated by three outstanding black educators. Dr. Robert Martin, Alfred Moore—sitting here—and George McKenna. They were strongly supported by their area superintendent, Phil Jordan, and Dr. Harry Handler, the Los Angeles Unified School District Superintendent. Their philosophy and approach include many of the basic elements of Congressman Hawkins' "Effective Schools Development in Education Act of 1984" such as (1) strong leadership at the school level, (2) high expectations that each child is capable of learning, (3) an orderly school atmosphere, conducive to learning and teaching." According to George McKenna, principal of Washington Preparatory High School, their greatest emphasis is on academic excellence for the student.

Within a few years, the results of this exciting educational experience are in evidence. During the past two years, approximately eighty percent of the graduates of Washington Preparatory High School—a predominantly black inner city high school in this city have enrolled in college. In addition, during the past two years, Washington High School has sent more black students to the University of California at Berkeley, than any other high school in America. Washington High School's absenteeism has been dramatically reduced from 30 percent to less than 10 percent, according to Mr. McKenna, the overall State of California absentee rate is 19%.

This triad model is one example that needs to be duplicated and emulated, throughout urban inner city schools, as well as all over our Nation.

Mr. Chairman and committee members, I urge your committee to carefully consider this superb example of educational achievement, as you formulate your recommendations for congressional action.

During recent years, Congress has wisely seen fit to appropriate more money for education than proposed by this administration, and it is important that you continue to do so. It is imperative that legislative and budgetary recommendations of this committee, reflect a commitment to allocating adequate federal aid, in support of elementary and secondary education. To do less, will represent an abandonment of the Federal Government's responsibility to guarantee equal education for youth of all races, religions and income levels.

The black leadership coalition on education will support legislation, programs and resources, which address the following areas:

(1) support of Chairman Hawkins' "Effective Schools Development on Education Act of 1984"; (2) effective elimination of the high rate of illiteracy among black and other underrepresented minority youth; (3) reduction of the alarming dropout rate. Through the implementation of effective methods for improving the quality of teaching and educational approaches which result in improved student achievement among those who are "most at risk"; (4) increased funding for Headstart programs; (5) continued school lunch subsidies for needy students; (6) financial college aid to poor and middle income college students commensurate with rapidly rising costs; (7) vocational training for all students, with provisions for addressing the priority needs for non-college students; (8) funding for computers and computer literacy instruc-

tion, targeted for poor urban black and other minority youth; (9) provide additional tax and other incentives to computer corporations, to encourage and stimulate computer donations to inner city urban schools; (10) initiatives and funding to reverse the current trend of very low and decreasing eligibility for black students seeking admission to University of California, and Cal State University institutions.

The Black Leadership Coalition on Education urges your subcommittee, and indeed, the entire Congress—both Democrats and Republicans—to provide leadership in meeting these major educational needs and challenges. Black youth need you. Poor youth need you. Other minority youth need you. All youth need you.

The Black Leadership Coalition on Education stands ready to work with your subcommittee, and its leadership; in advancing equal and quality education for all students.

We must work together and provide the kind of education, that will prepare all youth, regardless of race or economic level, to compete in this rapidly developing world of modern technology.

The potential of our Nation, as a democracy, will remain unfulfilled; until all of its people receive an equal and effective education, which will enable them to develop their untapped potential.

Chairman HAWKINS. The next witness, Ms. Grace Foster, vice president for education, California Congress for Parents, Teachers and Students.

Ms. FOSTER. Thank you, Mr. Chairman.

The California State PTA appreciates this opportunity to share our views and express our concerns regarding the Federal Government's role in education and related issues.

As vice president for education for the California State PTA, I am concerned with all school districts throughout the State. Of course, my personal training in the field was more years than I care to say with interaction with the Los Angeles Unified School District.

The California State PTA, with just under 1 million volunteers in over 3,300 local units, is the largest State branch of the national PTA, the Nation's largest child advocacy organization. Two of our purposes are to secure adequate laws for the protection of youth and to promote the health and welfare of children.

We believe the most important thing a nation does is to educate its children.

PTA finds the trend of the last few years, to increasingly diminish the Federal Government's support of key programs, ominous and paradoxical. Paradoxical because on the one hand, we hear the very local fears expressed regarding the ability of the American work force and defense forces to compete successfully with their foreign peers, and on the other hand, we are told the role of the Federal Government in education must be reduced, that this is a State responsibility.

The proposed reduction in assistance for vocational education and secondary science and mathematics programs is nothing short of mystifying in the broader context of all the hand-wringing about the low achievement levels of American students in these subjects when compared to those of Japanese and European students.

Frankly, we were naive enough to expect an increase in funding for these programs to range high among the administration's priorities.

The administration's own National Commission on Excellence in Education was quite clear in its statement regarding the vested interest and primary responsibility of the Federal Government in achieving educational excellence while agreeing State and local education agencies [SEA/LEA] are principally responsible for education.

PTA finds it exceedingly difficult to reconcile the disproportionate cuts proposed for education with that "vested interest" an enlightened Government must have in its own future, the education and well-being of its children.

We find the recent trend to reduce support for education and related programs ominous because of the inevitable negative impact on the efforts to achieve educational excellence and the adverse effect on the lives and welfare of the Nation's children.

We have witnessed, protestingly, the year after year underfunding of programs proven to be effective. We have seen urban and rural school districts suffer a disproportionate reduction of funds.

Title 1/chapter 1 has never been implemented for more than 40 percent of eligible students. The Federal Government has only funded Public Law 94-142, Education for all Handicapped Children, up to 12 percent although the law reads that Federal share of funding should be at 40 percent.

This last underfunding poses very real fiscal problems for States and local school districts, especially in view of recent court decisions which have had the effect of placing increased responsibility for "related services" on LEA's.

The California State PTA has taken the position that those related services should be funded from other than education dollars, and since they are most likely to be health services, from health dollars.

We do not pretend to understand nor can we accept proposed reductions in the School Lunch and Nutrition Program. PTA vigorously opposes any cut in this program, including the proposed $700 million cut for commodity assistance.

PTA further opposes any reductions in the Migrant, Summer Feeding, and Special Milk Programs, and the Women and Infants and Children Program.

It is self-evident to any person—even Mr. Stockman—who cares to be informed that inadequately nourished children cannot learn and cannot grow up to be healthy, productive, contributing members of society.

We also regard any "freeze" in dollars allocated for the abovementioned programs as a very real and harmful reduction.

The PTA has vehemently opposed and continues its unalterable opposition to Federal or State dollars allocated for assistance to private and/or parochial schools. We oppose tuition tax credit, tuition tax deductions and voucher plans in any and every form.

Public education is the cornerstone of this democracy. We have also opposed from its inception the mandate that LEA's include private and parochial schools within their district boundaries in plans for spending chapter 2 funds.

This matter continues to be of great concern to PTA because of the degree of support for nonpublic schools. The California State PTA also vigorously objects to the mandated inclusion of private and parochial school representatives on our Governor's block grant advisory committee.

PTA firmly continues to believe that all public support of education must be directed exclusively to the public schools. Our Governmental Relations Office in Washington can furnish committee members and staff reams of testimony on this issue.

Other major concerns of our organization related to ECIA are:

State expenditures of their portion of the ECIA block grant. The California State PTA has received notice of a public hearing on the preliminary recommendations of the Governor's block grant advisory committee, with a copy of these recommendations. We and anyone else who would care to comment on them would need significantly more detail before we can comment on what is, essentially, just a list of program titles.

For instance, is the "State Administration" item well designed to improve education? If so, how?

What is the accountability factor you have required for SEA's/LEA's? Are all funds being spent according to the applications?

Most important, what role are parents given? Meaningful parent involvement is the best guarantee of funds being spent according to plan. PTA is very concerned about the reduced importance placed on parent involvement.

PTA urges a systematic provision for parental involvement in setting program goals, reviewing of programs and materials, and in evaluating programs. We believe parental involvement in the development of programs from the Federal level is of the utmost importance. Final decisions, of course, are and should be made by those duly elected to do so, but parents must participate in the process.

PTA believes the Federal Government can and must be very involved in the effort to achieve excellence in education. I don't really remember who said it, but there is a great deal of truth in the sentiment, "All the problems can't be solved by throwing money at them, but neither can they be solved by throwing rhetoric at them."

In California, public education had suffered close to two decades of neglect and underfunding until fiscal 1983-84.

Mr. Chairman and members of the committee, this is only the second fiscal year of the road back, and there is a long way yet to go and many problems that won't be solved until enough money is provided for them. The negotiable increase in that budget will be 3.77 percent to 4.97 percent, and if you include unfunded mandates, there is even less money now.

If the Federal Government even considers reducing support that will undermine all we are trying to achieve. PTA believes if we are to achieve educational excellence:

There must be a thorough examination of teacher training programs with changes wherever necessary.

We must attract and retain excellent teachers; we must provide them with a salary commensurate with the professional preparation required and competitive with the private sector. We have forever lost the hidden subsidies of bright women and minorities with no other career options.

There must be a Federal commitment to assist States and local school districts to upgrade elementary and secondary science and math programs and technical education.

We have seen years of PTA's doing fundraising and basic sales to supply computers for the students in their schools.

The Federal Government must continue to guarantee equal educational opportunity. PTA believes there is nothing inherent in either equity or excellence that excludes the other. Our view, which we believe is the enlightened view, is that equity means ensuring each student the opportunity to achieve excellence.

Providing this opportunity means continuing to support programs aimed at target high-cost populations: Chapter 1, Education for All Handicapped Children, Vocational Education and Bilingual Education.

A serious concern the California State PTA would call to your attention is the potential for increase in the school dropout rate as an unwanted side-effect of the rush for excellence.

For your reference, we supported a legislative package going for the gold. Those programs were designed to meet the needs of minority students in a better way.

We voted yesterday to support bills by State Senator Torres and Assembly Member Melina designed to reduce the dropout rate.

The concentration of effort has been directed at improving the college preparatory curriculum with far less attention to vocational education.

PTA supports the view that the vocational education curriculum can and should be upgraded to enable students in the program to meet the more rigorous new graduation requirements. Students not planning to go from high school to college must have access to an education that will assist them in pursuing their chosen careers.

That means people understanding state-of-the-art development and to teach it and state-of-the-art equipment in the schools. They must have access to an educational experience that is meaningful and provides the opportunity for success.

If this does not happen, we are very much afraid too many students will be "squeezed out" of school. Such a situation has implications I don't have to describe for the level of youth crime and delinquency and drug trafficking.

Program improvement and staff development aimed at improving teaching practices are costly. Many States and LEA's quite simply cannot afford to do what is needed. The Federal Government must continue to provide necessary assistance.

I would remind you, education is a labor-intensive industry, or art or science, whatever you wish to call it, and that costs money.

The National PTA supports the National Defense Education Act. We have supported it before, and continue to do so. We are supporting the Federal Government assuming responsibility for those educational programs critical to the Nation and for the special needs of poor and minority children.

We believe it is a long-term approach to the math and science deterioration and to assure future quality programs in these fields.

We support the secondary schools bill supported by Congressman Pat Williams and Senator Bradley. We know that our Washington office is working with Congressman Hawkins' staff and we expect to probably support your effective schools bill.

We concur with Dr. Reynolds' remarks on financial aid for students going on to higher education and higher education program support. It is criminal to cut the financial aid for students trying to achieve education.

We are very concerned about programs for the care of latch-key children. The California State PTA last year supported a comprehensive legislative package for latch-key children.

Unfortunately, Governor Deukmejian vetoed the legislation. Bills on this subject will be introduced this year again, and we will have input regarding provisions and will support the measure.

We believe the Federal Government has a significant responsibility to help provide funding for programs that enable parents to be productively employed without placing their children in jeopardy.

The alternative is welfare and never being able to break the cycle of poverty. PTA is so concerned about the well-being of latch-key children that one of our districts has initiated a program that is nonprofit but self-sustaining and provides for after-school programs for elementary school children.

With the cooperation of the school district in not charging rental fees, and a grant from the United Way, 31st District PTA was able to provide a limited, full or partial scholarship opportunity where needed. Of course, we don't have the money.

If Federal or State funds were available, we would encourage the PTA districts to apply because we feel we can run them effectively.

The lack of attention to necessary programs for the gifted and talented. It is a common misconception that the gifted and talented children don't need extra help and can do well on their own. Nothing could be further from the truth. These children urgently need assistance if they are to be what their natural gifts give them the potential to be—our best and brightest.

To quote a famous TV public service spot for the United Negro College Fund: "A mind is a terrible thing to waste."

In California, we are particularly concerned that the Government plans to deprive us of one of our research and development laboratories and combine two into one, and mandate the new one laboratory continue to serve the two-laboratory region on the same budget that one laboratory had before—that is a 50-percent cut, gentlemen.

Does this make any sense at all when models for excellence and development of programs is so crucial to educational improvement?

It has been said, if you want to provide for next year, teach a man to farm successfully; if you want to plan for 10 years, plant a tree; if you want to plan for 100 years, educate your children.

PTA opposes any cuts or freezes in existing programs and takes the position that education and child-related programs be treated no worse than the highest priority in the Federal Government.

I am sure you have already heard this, but it bears repeating, it will be a great day for this Nation when education is funded to meet all children's needs, and the PTA's can have basic sales for the Defense Department.

Thank you.

Chairman HAWKINS. Thank you.

The next witness is Ms. Ruby Aguilar, the executive director of the Parents Involved in Community Action. Ms. Aguilar?

Ms. AGUILAR. Thank you very much.

I am Ruby Aguilar, executive director of Parents Involved in Community Action. I would like to say right off that I concur with witnesses that I have heard this morning, but I would like to speak to the human factor in quality education, which was recently introduced into the discussion of quality education and rightfully so.

You cannot discuss what is or is not happening in education without taking into account the student and his or her family situation.

One of the characteristics of these families is in a greater number than before are below the poverty level. A greater number are being raised by single mother heads of household.

I would refer you to the yellow tab and you see the lowest is the Hispanic, Mexican-American female earning less than $6,000.

The majority of females are not doing that much better, either. Drugs are a common scene in communities and schools, even in so-called middle-class neighborhoods, and there is a higher incidence of child abuse, both physical and sexual.

Dare we wonder why our youth is having a difficult time concentrating on the basics? I will not comment on all the programs subject to termination or for cuts or for freezing, only to say that they will further deteriorate existing conditions for our youth and their families.

The administration is proposing to terminate programs such as the Work Incentive Program, to cut Head Start, to freeze college student financial aid, and to kill employment training funds.

The Administration is also proposing cuts in revenue-sharing, Medicaid, and welfare. All these cuts can plunge these families further into poverty. Our inner cities can become so depressed that the schools will find it even more difficult to "teach" youngsters.

For this to happen at a time when the curriculum is more demanding because current and future technology demands it is disastrous. We currently have a 50-percent dropout rate in our community. What will it be under even bleaker conditions?

I would like to urge this subcommittee to look at the impact that the proposed cuts and freezes will have on the total family and not just focus in on those specific to elementary, secondary and vocational education, for the child and his family cannot be so fragmented, and education does not take place in a vacuum.

I would like to address myself to one of the ongoing education programs, the effectiveness of the job training problems. I am presently serving as the chairperson of the East Los Angeles Skill Center, a school within the Los Angeles Unified School District. I have first-hand knowledge of the excellent say that it meets the needs of our community.

It is successful where regular secondary schools cannot be because it is directly tied into jobs. Our youth wants jobs.

According to the recent study by the Hispanic policy development project, Hispanic families have a rate of poverty—38.2 percent for youth under 18, compared to 17.3 percent for Anglos. The schools that Hispanic youth attend are overcrowded, poorly equipped, and less money is spent per pupil.

An analysis of the reading and math scores shows that the youth in predominantly Hispanic schools is performing 3 to 5 years behind their peers. For many poverty level youth, learning becomes more important when it is tied in directly to work or jobs.

The East Los Angeles Skills Center is successful because it is tailored to the needs of the poor. They have 1,440 students in an overcrowded warehouse, but they place close to 90 percent of their enrollees in jobs.

The program, called Central High School, has over 150 high school dropouts enrolled, all under 18 years old. They also have youngsters who, because of overcrowding at their local high school, take a long bus trip across town for their regular high school classes, which is easily over a 1-hour trip, return home, board regular public transportation to come to the skills center and take classes that will lead to jobs.

Another finding that the HPD project identified was t' at our people are hard workers and these youth certainly prove that. Our youth need alternative types of education and the Jobs Training Program greatly meet these needs. The proposed cuts of some of these programs and outright killing of others would be criminal to our communities.

Second, I would like to bring this committee's attention to one of the problems of our community, that is the high dropout rate. Depending on the school, it can range anywhere from 50 to 70 percent, and I refer you to the yellow appendix, and you see 44 percent of students fail to finish high school, according to the Los Angeles Times.

There are not enough funds to fund schools such as the ELA Skills Center or money to fund more, this means that year after year one-half of our youth is let loose on the community with no skills whatsoever.

This condemns them to perform the most menial of jobs and a life of continued poverty. In an unpublished Los Angeles Unified School District report, the committee identified the characteristics of the dropout. The report, titled "Divergent Youth Pilots and Alternatives," stated the following:

One, academic failure was listed as the first characteristic. We know by published reading scores, that they are from 3 to 5 years behind their peers. This necessitates overenrollment in remedial classes and fewer elective type classes, and creates in the student the "failure syndrome" which often precedes the decision to drop out. We don't have to wait until the 10th to 12th grade to see academic failure. We can just look at the elementary school reading scores in our school to see that 70 percent of our youth is already 1 to 3 years behind.

The blue tab, both sides, I have indicated area G there and area B which contain large numbers of Hispanic youth and you can see that whereas the State average is 253, our schools do not approximate the State average. You can see that where the district average is 220 we have many schools that are performing way below that 220, in fact we have schools performing as low as 169.

These schools that are way at the bottom would indicate that the students at these schools are performing from 2 to 3 years—this is at the elementary level—2 to 3 years behind their peers.

B, likewise, is the same thing.

The second page is the high school and you can see that the State average here is 63.2 for the State, and 58.4 for the district and you can see where our schools fall within our—high schools fall within this range. We have schools as low as 42.2. How these kids are expected to perform in the public market, I don't know.

The second characteristic of the dropout is negative behavioral patterns. This means they are chronic truants and in some cases youth offenders. They have difficulty relating to peers, teachers, parents, all in authority or school administration. Some, though certainly not all, are into youth crime and drug abuse.

You also asked for future directions that legislation might take in order to promote educational quality. I can relate to you where the problems lie as viewed by the thousands of parents that we come in contact with through the years, as well where our organization sees some of the problems lie concerning the parents.

The No. 1 complaint that parents have is that there is not enough information given them early-on whereby they can make attempts to correct the problem. For instance, they are not told the achievement level of their child, say in the second, third, or fourth grade. Being told that the child is a "little bit behind" is not sufficient information to warrant parents' becoming alarmed. It is not until the situation becomes acute—usually in high school—that the parent is notified of the seriousness of the condition.

Parents are not, usually not notified when their child is absent from school until the absences pile up. One parent said she was not notified that her child was absent from school until she had chalked up 40 consecutive days. This is a mother that would have intervened after just 1 day of absence. Legislation could be introduced whereby schools are obligated to make parents full partners in the educational process by telling them the truth, such as your child is 1 year behind grade level—how can we work together to close the gap now before it gets worse. That is true parent involvement, by the way.

The issue of absenteeism will require funding because it would require additional personnel to contact the home and recordkeeping.

We as an organization feel that if there is to be a real support from the home, there must be training made available to parents so that they can be better equipped to do their job. Something as simple as driving a car requires that a person take the necessary lessons to enable one to pass a test and get a license to drive. Surely something as important as raising children requires as much. Social scientists have given us the era of "let your children do what they please, when they please and how they please." We are reaping the benefits of that phylosophy today. Parents need to be trained in their new role as the authority in their homes and how to take control of their families. They need to learn how to assume their rightful role in the educational process of their children.

For too long this has been let in the hands of "educators" and we can see that it just hasn't worked. If the low educational level of our youth is to be turned around it is going to take all the resources we can muster. We in our organization are constantly amazed at how open the parents are to learn and to apply what they have learned in parenting skills. Our people are hurting and eager to learn how to be more successful as parents. PICA would be most willing to help formulate legislation to meet this need.

The white page shows what our organization has been able to accomplish. This was done at the end of 1983 and the course—the schools where we were allowed to come and work with parents showed double the growth of the whole region as a whole and that was for both regions G and B.

Finally, I must bring to your attention the great need for housing in our schools. All of the overcrowded schools are in our communities. At the same time our communities continue to show the greatest student growth. We are forced to remedies such as year-round schools, or busing of our students long distances to vacant rooms in other schools. Our schools are also the largest in the district, some with over 3,000 students. I would like to remind this body that studies indicate that schools with the biggest number of students provide the poorest quality education. Students and staff can feel that they are just little cogs in a big wheel and both lose interest. All of this contributes to students who say "what's the use," teachers say "I can't cope"—by the way they have the same dropout rate—and parents who say "I can't do anything about it" and we have the great dropout society.

With the cuts I can only see this getting worse.

I thank the committee for allowing me to address you this morning.

[Prepared statement of Ruby Aguilar follows:]

PREPARED STATEMENT OF RUBY AGUILAR, PARENTS INVOLVED IN COMMUNITY ACTION, LOS ANGELES, CA

The "Human Factor" in Quality Education has recently been introduced into the discussion of Quality Education and rightfully so. You cannot discuss what is or is not happening in education without taking into account the student and his/her family situation. What are the characteristics of these families? A greater number than before are below the poverty level, a greater number are being raised by single mothers, head of household (Hispanic women earn less than $6,000 annually), drugs are a common scene in communities and schools (even in so called middle class neighborhoods), and there is a higher incidence of child abuse (physical and sexual). Dare we wonder why our youth is having a difficult time concentrating on the Basics? I will not comment on all the programs subject to termination or for cuts or for freezing, only to say that they will further deteriorate existing conditions for our youth and their families.

The Administration is proposing to terminate programs such as the Work Incentive Program, to cut Head Start, to freeze college student financial aid, and to kill employment training funds. The Administration is also proposing cuts in Revenue sharing, Medicaid, and Welfare. All these cuts can plunge these families further into poverty. Our inner-cities can become so depressed that the schools will find it even more difficult to "teach" youngsters. For this to happen at a time when the curriculum is more demanding because current and future technology demands it is disastrous. We currently have a 50% drop-out rate in own community, what will it be under even bleaker conditions?

I would like to urge this subcommittee to look at the impact that the proposed cuts and freezes will have on the total family and not just focus in on those specific to Elementary, Secondary and Vocational Education, for the child and his family cannot be so fragmented, and education does not take place in a vacuum.

I would like to address myself to one of the on-going education programs, the effectiveness of the job training programs. I am presently serving as the Chairperson of the East Los Angeles Skill Center, a school within the Los Angeles Unified School District. I have first hand knowledge of the excellent way that it meets the needs of our community. It is successful where regular secondary school cannot be because it is directly tied into jobs. Our youth wants jobs. According to the recent study by the Hispanic Policy Development project, Hispanic families have a rate of poverty—38.2 percent for youth under 18, compared to 17.3 percent for Anglos. The schools that Hispanic youth attend are overcrowded, poorly equipped, and less money is spent per pupil. An analysis of the reading and math scores shows that the youth in predominantly Hispanic schools is performing three to five years behind their peers. For many poverty level youth, learning becomes more important when it is tied in directly to work or jobs. The East Los Angeles Skills Center is successful because it is tailored to the needs of the poor. They have 1440 students in an overcrowded warehouse, but they place close to 90% of their enrollees in jobs. Their program called Central High School has over 150 high school drop-outs enrolled, all under 18 years old. They also have youngsters who, because of overcrowding at their local high school take a long bus trip across town for their regular high school classes which is easily over a one hour trip, return home, board regular public transportation to come to the Skill Center and take classes that will lead to jobs. Another finding that the HPD Project identified was that our people are hard workers and these youth certainly prove that. Our youth need alternative types of education and the jobs training programs greatly meet these needs. The proposed cuts of some of these programs and outright killing of others would be criminal to our communities.

Second, I would like to bring this committee's attention to one of the problems of our community, that is the high drop-out rate. Depending on the school it can range anywhere from 50 to 70 percent and there are not enough schools such as the ELA Skill Center or monies to fund more, this means that year after year one half (½) of our youth is let loose on the community with no skills whatsoever. This condemns them to perform the most menial of jobs and a life of continued poverty. In an unpublished Los Angeles Unified School report, the committee identified the characteristics of the Drop-out. The report titled, Divergent Youth Pilots and Alternatives, stated the following; (1) Academic failure was listed as the first characteristic. We know by published reading scores, that they are from three to five years behind their peers. This necessitates overenrollment in remedial classes and fewer elective type classes, and creates in the student the "failure syndrome" which often precedes the decision to drop-out. We don't have to wait until the 10th to 12th grade to see academic failure, we can just look at the elementary school reading scores in our school to see that 70% of our youth is already one to three years behind. (2) Negative behavioral patterns was the second identified characteristic. This means they are chronic truants and in some cases youth offenders. They have difficulty relating to peers, teachers, parents, all in authority or school administration. Some, though certainly not all, are into youth crime and drug abuse.

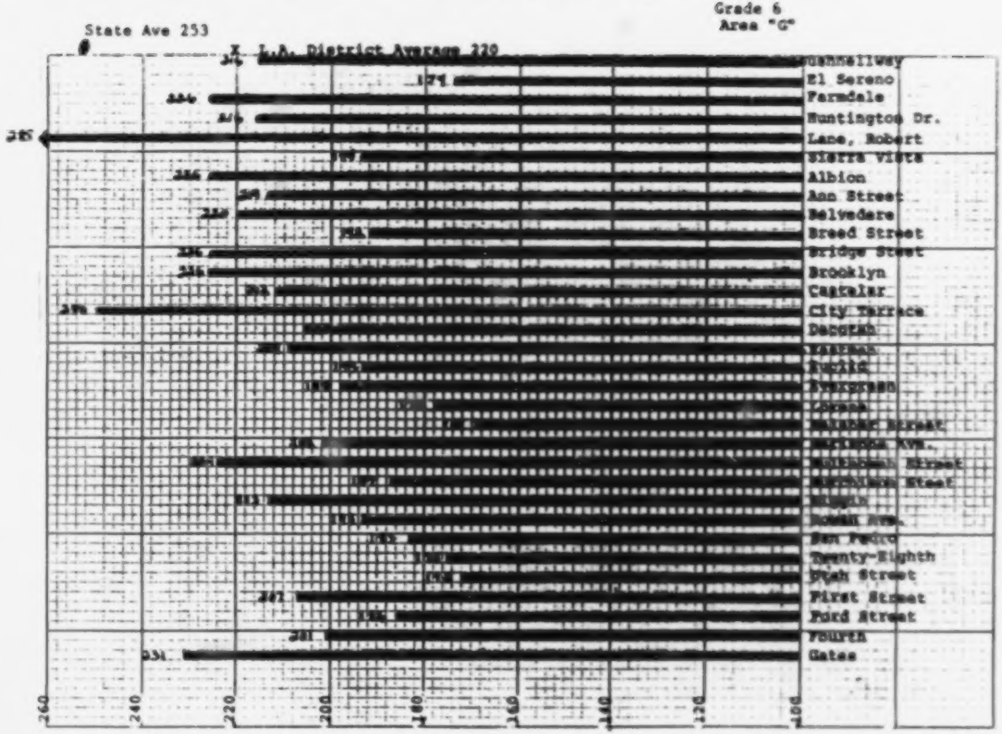
You also asked for future directions that legislation might take in order to promote educational quality. I can relate to you where the problems lie as viewed by the thousands of parents that we come in contact with through the years, as well where our organization sees some of the problems lie concerning the parents.

The number one complaint that parents have is that there is not enough information given them early-on whereby they can make attempts to correct the problem. For instance, they are not told the achievement level of their child, say in the 2nd, 3rd, or 4th grade. Being told that the child is a "little bit behind" is not sufficient information to warrant a parents' becoming alarmed. It is not until the situation becomes acute—usually in high school—that the parent is notified of the seriousness of the condition. Parents are usually not notified when their child is absent from school until the absences pile up. One parent said she was not notified that her child was absent from school until she had chalked up 40 consecutive days. This mother would have intervened after just one day of absence. Legislation could be introduced whereby schools are obligated to make parents full partners in the educational process by telling them the truth, such as your child is one year behind grade level—how can we work together to close the gap now before it gets worse. The issue of absenteeism will require funding because it would require additional personnel to contact the home and record keeping.

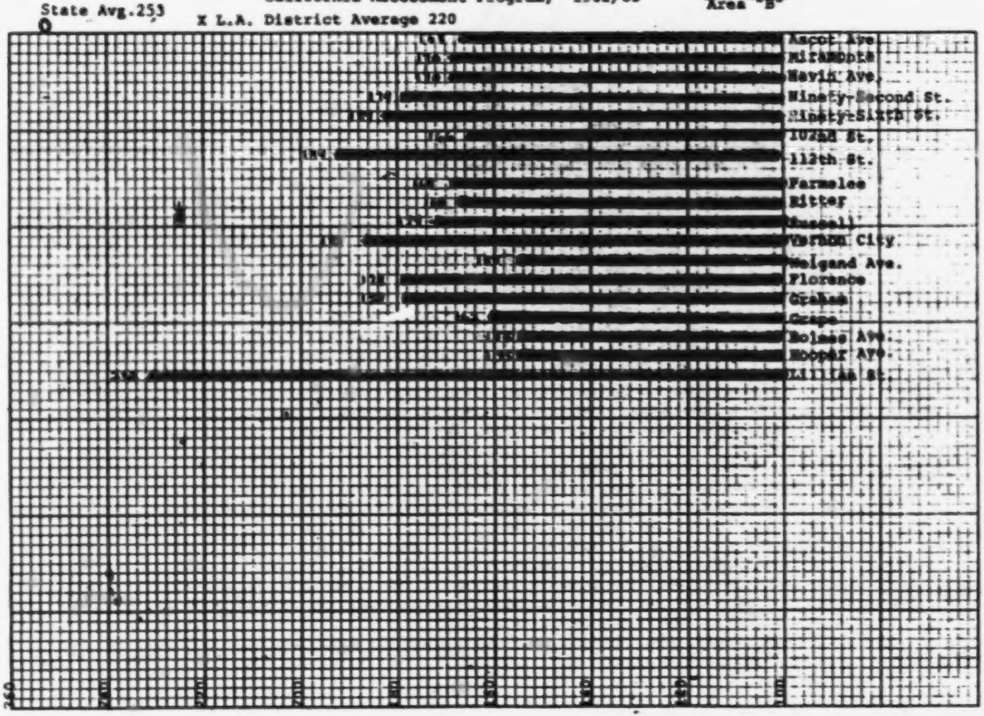
We as an organization feel that if there is to be a real support from the home, there must be training made available to parents so that they can be better equipped to do their job. Something as simple as driving a car requires that a person take the necessary lessons to enable one to pass a test and get a license to drive. Surely something as important as raising children requires as much. Social scientists have given us the era of "let your children do what they please, when they please and how they please". We are reaping the benefits of that philosophy today. Parents need to be trained in their new role as the authority in their homes and how to take control of their families. They need to learn how to assume their rightful role in the educational process of their children. For too long this has been left in the hands of "educators" and we can see that it just hasn't worked. If the low educational level of our youth is to be turned around it is going to take all the resources we can muster. We in our organization are constantly amazed at how open the parents are to learn and to apply what they have learned in parenting skills. Our people are hurting and eager to learn how to be more successful as parents. PICA would be most willing to help formulate legislation to meet this need.

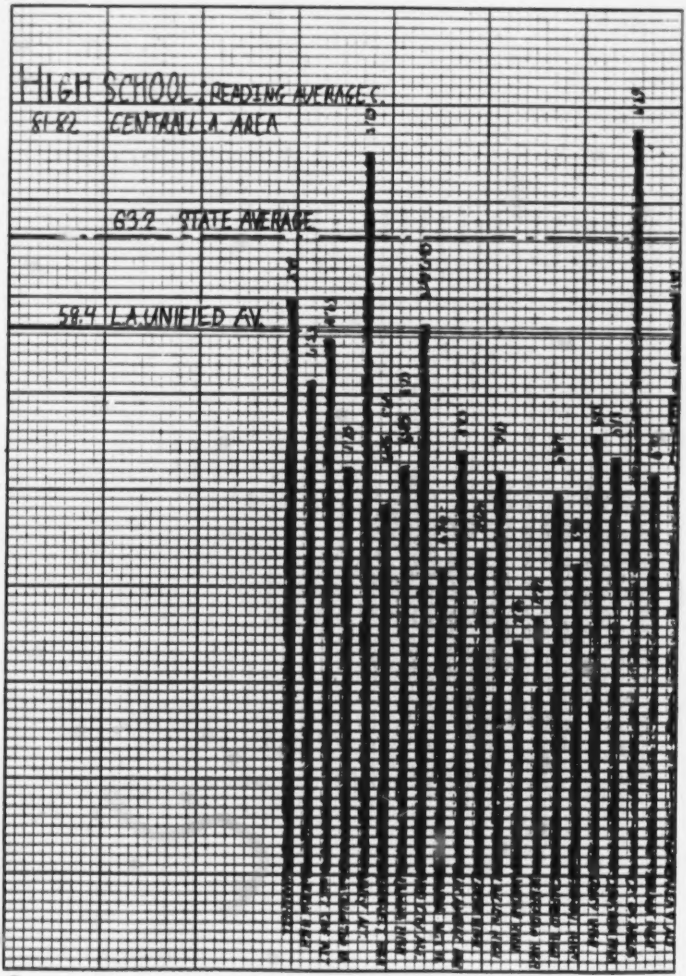
And finally, I must bring to your attention the great need for housing in our schools. All of the overcrowded schools are in our communities. At the same time our communities continue to show the greatest student growth. We are forced to remedies such as year-round schools, or bussing of our students long distances to vacant rooms in other schools. Our schools are also the largest in the district, some with over 3,000 students. I would like to remind this body that studies indicate that schools with the biggest number of students provide the poorest quality education. Students and staff can feel that they are just little cogs in a big wheel and both lose interest. All of this contributes to students who say "what's the use", teachers say "I can't cope."

Elementary School Reading Scores,
California Assessment Program, 1982/83



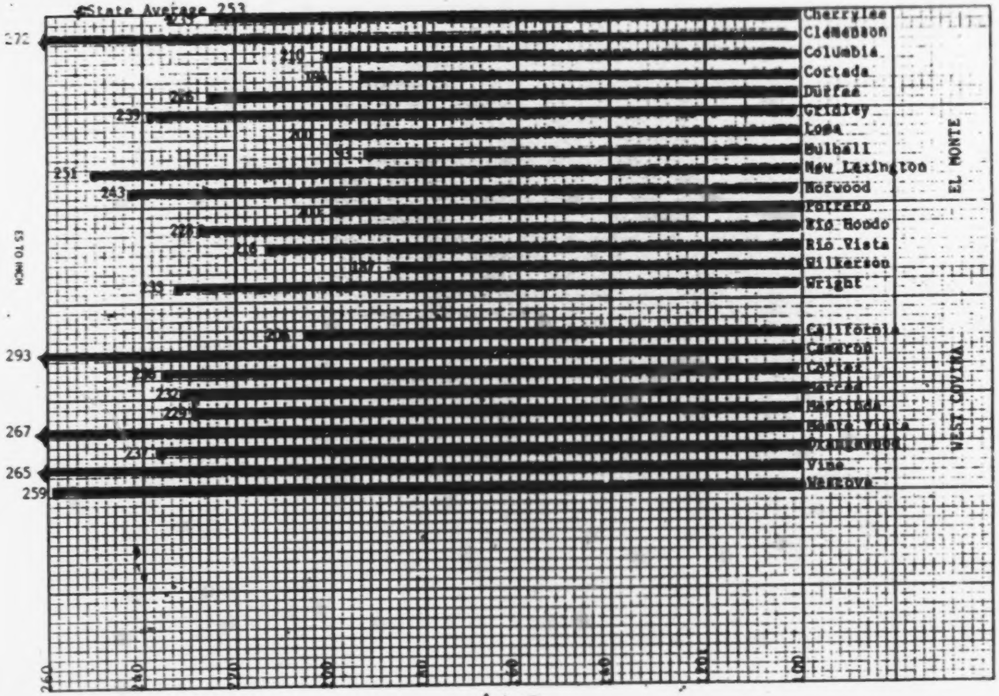
Elementary School Reading Scores,
California Assessment Program, 1982/83 6th Grade
Area B

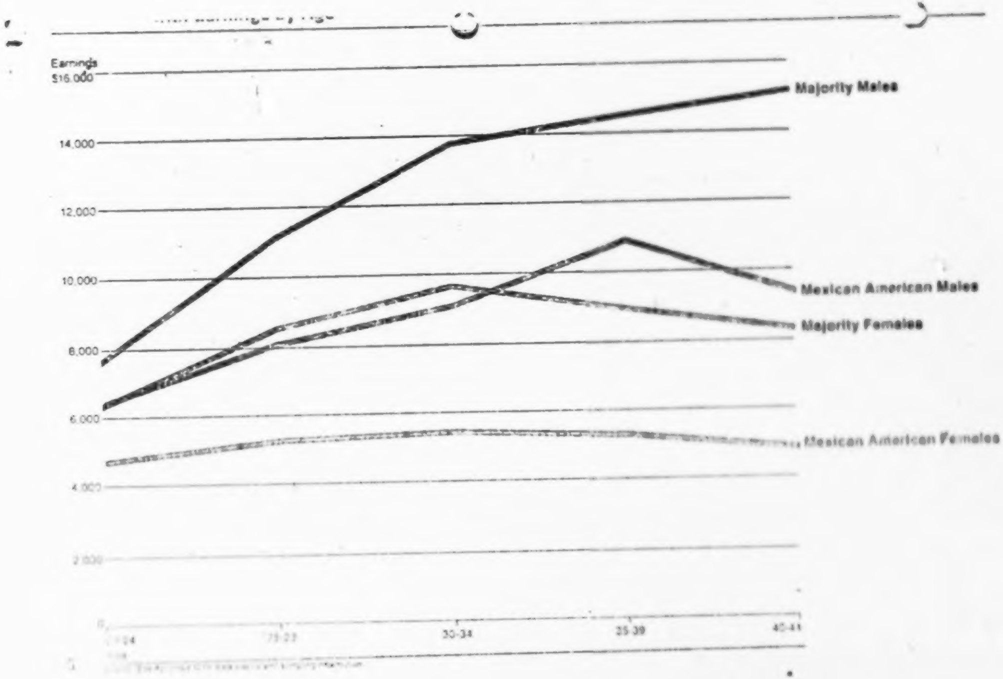



HIGH SCHOOL READING AVERAGES.
81-82 CENTRALIA AREA
63.2 STATE AVERAGE
58.4 L.A. UNIFIED AV.
70
60
50
40
30

Elementary School Reading Scores,
California Assessment Program, 1982/83

6th Grade





SCAG Report on Hispanics 1980 Census

2-5-85

Study Shows 44% Fail to Finish High School

By DAVID G. SAVAGE, Times Education Writer

If the Los Angeles school system were a firm that depended on repeat customers, it would probably be out of business.

That's because more than 44% of the students who enrolled as sophomores in 1981 had left by June of 1984, a district study released Monday showed. In 16 of the 49 city high schools, however, more than half of the students left during the high school years.

The study reported on what the district calls its "attrition" rate, which simply tallied the drop in enrollment for the class of 1984. District officials said Monday they do not know how many of those students actually "dropped out."

"We don't have a process to report actual dropouts or even a definition of a dropout," said Robert Martin, assistant superintendent who headed the study group, describing this as his biggest surprise during the yearlong study. "All we know is that a lot of students are leaving."

However, Martin said he views the attrition rate as a close approximation to the dropout rate. For one thing, the attrition rate would count students who leave school for any reason—moving out of the district, going to private schools or dropping out. But, he noted, there are at least as many families moving into the district as are moving out, and recent studies have shown more private school students returning to the district.

School Board President John Greenwood also said Monday that the study did not count any student who quit before 10th grade.

"My gut reaction is that the dropout rate is probably higher

Please see HIGH SCHOOL, Page 3

Continued from Page 1

than the attrition rate. And that's really scary," Greenwood said.

Officials also said the number of students quitting high school in Los Angeles appears to be increasing. The senior classes of 1982 and 1983 had lost about 41% of their students during the years between 10th and 12th grade. Ten years ago, the high school leaving rate was 34%, the district said.

Looking for Causes

Although the report concentrated on high schools, board members said in a discussion that the causes of the high dropout rate probably lie in the early grades. In interviewing 370 former students for the report, most cited "poor grades" and "dislike of school" as their reasons for leaving.

"Everybody agrees that low grades are a primary indicator, and we have got to start paying attention to failure early in school," board member Jackie Goldberg said.

She also said that research studies have found that "the size of school is a critical issue" in predicting the dropout rate, adding that Los Angeles has some of the nation's largest elementary and junior high schools.

The study also recommended that city high schools stop citing "over age" as a reason for students dropping out, in part because some students and school officials may come to believe that a student must be under a certain age to stay in high school.

Mistaken View

"Somehow the perception has grown that at age 18 you don't go to high school anymore. I have seen over and over again that parents, youngsters and even administrators take that view," Goldberg said.

Principals at several high schools with very high attrition rates cited transient populations and the students' need to work as primary causes.

"We're a very transient area, a port of of entry for Hispanics and Asians," said Francis Nakano, principal at Jefferson High in South-Central Los Angeles, which loses more than 60% of its students between 10th and 12th grades. "We also have some who just make the transition to 10th grade. They come here barely able to read."

On Feb. 28, the school board will vote on a proposed $1-million project to see if adding more counselors and psychologists can reduce the dropout rate at 12 high schools.

Attrition Rate by High Schools

Here is how high schools in the Los Angeles Unified School District rank by attrition rate—which reflects the number of students who leave between 10th and 12th grades.

School	% of Students Leaving
Belmont	67.5
Jefferson	62.5
Los Angeles	62.0
Fremont	61.2
San Fernando	59.4
Manual Arts	56.1
Roosevelt	55.8
Bell	53.4
Jordan	51.1
South Gate	50.1
Franklin	48.9
Locke	48.5
Washington	48.1
Lincoln	48.2
Wilson	48.0
Francis Poly	47.8
Banning	46.6
Cleveland	45.8
Sylmar	45.5
Narbonne	44.2
Dorsey	43.7
Reseda	43.2
Garfield	41.3
Hollywood	40.8
Venice	40.6

School	% of Students Leaving
Verdugo Hills	40.5
Crenshaw	40.3
Van Nuys	39.3
Huntington Park	39.3
San Pedro	37.8
Grant	37.4
North Hollywood	37.3
Carson	36.5
Canoga Park	35.8
Monroe	33.8
Marshall	33.0
Chatsworth	31.8
Gardena	31.4
Eagle Rock	31.3
Hamilton	30.8
Taft	30.6
Westchester	29.8
El Camino	28.4
Granada Hills	28.0
Kennedy	25.1
Birmingham	24.6
Fairfax	23.2
Palisades	19.8
University	17.0

reno Star

bra — Hillside Village — Emery Park — Rose Hill

BUSINESS 259-6200 – CIRCULATION 259-6254 28 PAGES 25C PER ISSUE 65C MONTHLY

Feb 6, 1985

School enrollment hikes cause continued concern

A projected 12.3 percent increase in school enrollment over the next five years has left the school board concerned about increasingly difficult housing problems in overcrowded areas such as the central city, East LA and the southeast cities.

Assistant controller Richard Caldwell estimated that school enrollment will increase 68,442 by the 1989-90 school year, to reach a total of 626,012. The district's peak enrollment, reached in fall of 1968, was 636,161.

The enrollment increases are projected on the basis of live births in LA county, along with immigration patterns. The school district projections have been very accurate in the past.

School district officials are proceeding on several fronts to deal with the population problems.

District officials are seeking ways by which housing developers would help pay for new schools in areas where they are increasing the housing stock, and are also seeking help from the state to divert new revenues expected from the lottery into construction instead of program costs.

District officials are also completing and filing applications for new schools, using state bond money, but help from that source will be down the line, following approval by the state and the three to five years needed for construction.

SCHOOL SIZE

The growing extent of the enrollment problem for LA schools can be seen in a recent statistical report on student population for the current year.

This year, the average size elementary school is 719 students, up from 665 five years ago. There are seven elementary schools with greater than 2000 enrollment, and the largest, Miles Avenue, is approaching the 3000 mark.

A total of 84 elementary schools in the district have enrollments topping the 1000 mark, while the number below 500 totals 155.

Similarly, for high schools six now top the 3000 mark in enrollment, twice the number found five years ago, and in junior highs the number of large enrollment schools has also seen an increase.

Some of the large elementary schools in the east/northeast area include Eastman Avenue, 15th in the city at 1687, Ford Blvd, 1472, Evergreen Avenue, 1345, Gates Street, 1219, and Sierra Park, 1172.

Largest junior high in the area is Belvedere, fourth biggest in the city at 2226, followed closely by El Sereno, 1986, Hollenbeck, 2132 and Stevenson, 2176.

Roosevelt High School is the fourth largest high school in the district, at 3000 students, ranking behind three chronically overcrowded schools, Belmont, Huntington Park and Bell.

Garfield ranks right behind, at 3226, followed by Lincoln, 2800, Franklin at 2467, Wilson 2362, and Eagle Rock at 1994.

SCHOOLS BY ADMINISTRATIVE REGION

5th Grade Reading Scores (6yrs)

REGION G

	76-77	79-80	82-83	Diff. + or -
Albion Street	17	24	26	2+
Ann Street	7	17	21	
Belvedere	33	33	36	3+
Breed Street	42	31	21	
Bridge Street	26	31	26	
Brooklyn Avenue	29	31	29	
Bushnell Way	50	50	42	
Castelar	26	29	31	
City Terrace	33	36	37	
Dacotah Street	36	37	31	
Eastman Avenue	29	31	48	17+
El Sereno	17	20	21	
Euclid Avenue	31	26	37	
Evergreen Avenue	31	28	29	
Farmdale	42	37	45	8+
First Street	29	31	23	
Ford Blvd.	26	24	18	
Fourth Street	26	28	42	14+
Gates Street	12	31	26	-5
Glen Alta	17	15	21	
Griffin Avenue	29	37	29	
Hammel Street	20	29	3[illegible]	
Harrison	29	37	29	-8
Hillside	26	28	26	
Humphreys Avenue	24	29	34	5+
Huntington Drive	23	20	26	
Kennedy	23	17	17	
Lane, Robert	77		63	
Latone Avenue	31	53	33	
Lorena Street	18	18	21	
Malabar Street	29	29	20	
Marianna Avenue	23	21	18	
Multnomah Street	29	50	44	
Murchison Street	11	18	21	
Riggin	21	33	37	4+
Rowan Avenue	21	23	28	5+
San Pedro Street	12	14	21	
Second Street	17	24	45	21+
Sheridan Street	18	26	18	
Sierra Park	29	29	26	
Sierra Vista	28	42	28	
Soto Street	14	14	33	
28th Street	9	12	20	8+
Utah Street	17	15	21	—

1.4
2.8

National Norm = 50

6.2
In Pica Program ~~that~~ year Before last

REGION B

	77	80	83	Difference + or -
Ascot Avenue	14	14	15	
Bryson Avenue	45	37	42	
Compton Avenue	7	12	37	
Corona Avenue	28	33	23	
Elizabeth Street	17	23	24	
Fishburn Avenue	34	24	20	
Florence Avenue	12	20	26	
Graham	18	14	18	
Grape Street	12	11	9	
Heliotrope Ave.	31	28	33	.5+
Hulmes Avenue	6	17	14	
Hooper Avenue	12	14	10	
Liberty Blvd.	28	28	31	
Lillian Street	24	20	23	
Loma Vista Ave.	21	26	24	
Middleton Street	20	17	24	7+
Miles Avenue	28	31	34	
Miramonet	17	11	14	
Nevin Avenue	21	9	20	
92nd Street	11	10	17	
96th Street	11	14	11	
111th Street	18	14		
102nd Street	10	10	11	
112th Street	10	10	17	
Park Avenue	18	15	20	
Parmelee Avenue	14	33	33	
Ritter	6	14	9	
Russell	15	18	44	
San Gabriel Ave.	40	44	34	
Stanford Avenue	21	28	26	
State Street	36	40	34	
Tweedy	28	50	39	
20th Street	12	10	18	8+
Vernon City	29	21	15	
Victoria Avenue	33	34	42	
Wiegand Avenue	6	10	12	
Woodlawn Avenue	31	29	37	

2.5
3.8

6.6
PICA Prog
YR Before

Chairman **Hawkins**. Next we have Dr. Alfred Moore, I think Mr. Alexander had to refer to the effective schools philosophy, Mr. Mack had named the 95th Street Preparatory School as an example that has been put into operation of the effective schools.

Dr. Alfred Moore is one of those principals that heretofore was referred to as one of the strong administrators in the school. I visited the school many times and I can certainly testify that this is indeed a great example of the effective schools principals.

Dr. Moore, it is a delight to have you before this committee.

STATEMENT OF ALFRED MOORE, PRINCIPAL, 95TH STREET PREPARATORY SCHOOL IN LOS ANGELES

Mr. **Moore**. Thank you.

Congressman Hawkins and members of the committee, I am honored by your request to appear before this committee and I am especially pleased to see a fellow teacher, Congressman Mervyn Dymally.

Mervyn Dymally is the only teacher who has ever beaten me in fundraising in my own school, the 79th Street School now known as McKinley Elementary.

We are competitors in how to motivate children and you should understand how he talked. It was the kind of thing that excited or incited our children to do more than what they were expected to. That is academically. And also doing the things we know best.

My name is Alfred Moore, and I have been the principal of 95th Street Preparatory School for the past 5½ years. I would like to apologize to Congressman Hawkins and this committee that I don't have a prepared statement. I am speaking from my presentation outline because of an event that happened this week. The event was that our superintendent, Dr. Harry Handler, has invited me to participate on the Senate bill 813 task force to implement the education reforms in this district.

I hope that I will have a chance to impact upon more than just the three schools of our preparatory school project.

Let me share my feelings as a practicing educator. And that means working from day to day with our teachers, our children, our parents, our instructional aides, and the support groups that occupy the culture of our particular community.

I am concerned primarily about the negative impact of the proposed cuts, the termination, and the freezes outlined by this administration which wants to cut the vital insides of what we call seed money.

If you remember, the whole purpose of Federal dollars was to propose for seed moneys to help districts build programs that would be effective. We know there are sunshine clauses but here again, there is a timetable that has been ignored primarily by this administration. Let me address the first of our concerns and the way that we feel what a daily program is impacted at our school or any one of the 834 Los Angeles unified school district sites.

There are two teaching adults in each of our classrooms, one is funded by Federal dollars. That allows that person to effectively get more teaching time and learning time from those two teaching adults each day. If you pull out those funds or cut them, you will have less teaching adults in each of those classrooms.

Second, with the greater personnel impact, we are able to get more parent volunteers. Those parent volunteers will add sometimes a second and third person in our classrooms. Remember, the parent is another word for teacher. All the help you need in order to get our children to learn and really survive in this world of the nuclear era, say impression, we need to have children who know how to be good citizens and good contributors.

A third thing we have is a school support system of curriculum coordinators, mentor teachers or master teachers, those who teach other teachers how to teach. One of the witnesses of public education across this Nation is that we don't go back to school to learn what that huge body of research at Michigan State University at the Institute of Research on Teaching tells us, that teaching is no longer an art—it is a science.

We know the cause and we know the effect.

We have been able to take the practice and theories and actually do the things we know that will help teachers help our children learn from hour to hour and minute to minute. Remember the coordinators and resource persons are usually funded by Federal tax dollars or State tax dollars.

Another item which is the third item that may be missing or reduced or impacted by Federal dollars—that is, the cut in Federal dollars—are the staff development training programs. We have staff development workshops every week, every Tuesday from 2:30 to 3:30. These are taught by teachers and the administrator. The purpose is the collegial management that was presented by the UTLA president.

When teachers do participate in designing their programs, the research says they will be more receptive with the children and more effective in the classroom.

Next, we need to have more healthy and alert students. If you are going to cut the subsidies for our children who eat at our school, you are going to find that I will have a number of hungry children who will be disruptive in the classroom, disruptive on the playground, and will feel very poor about themselves because they have an empty stomach. I lived my life with love for my children so if my emotions come out with my presentation, forgive me.

Another thing I need to share with you we need to increase the holding power of well-trained teachers who feel successful with the improved achievement of our students. One of the things we are proud of is that we will get a teacher but at the end of 1, 2, 3, 4, 5 years, she will be a crackerjack teacher, or he will be, because of what we will do to help him or her grow.

Only success will hold those teachers, as my colleagues say that teachers are dropouts otherwise as well.

Another one which is very important to our preparatory school design is the Head Start Program, the pre-K language development program. There are two major studies based on 13 years longitudinally looking at schools, parents and children who started with the Head Start or prekindergarten experience. It indicated these children will be successful for the most part for the next 13 years.

They will not appear mostly on police blotters. They will get jobs, they will succeed almost in every step of the way.

I have been able to nurture and recruit and mobilize and sometimes we say in our community, hustle children from pre-K, and moving it to another pre-K. The purpose is to feed into two of our pre-K classes into every kindergarten where they have strong teachers, in turn to follow through to the first grade. With that strategy, our children will not lose a step in getting what they want in terms of achievement.

Another thing which is important to us, too, and that is in terms of the instructional retrieval centers in each school funded by chapter 1 dollars.

One of the things that many local school systems have is a lack of funds for materials. I think you can go across this nation and especially in urban schools, and urban poor communities you will find a lack of materials for teachers to work with.

We have used those Federal dollars to purchase teaching and learning materials that are allowing our teachers to never want for the things they need as tools of instruction.

Another one which is important to us is the ongoing bilingual instructional program for limited English speaking students.

Can you imagine yourself being sent to another nation for some reason and your life, except for upward mobility, and for a better life you find not knowing the language gets in your way of making that better life for you and yours. Those children need it primarily pre-K, kindergarten, grades 1, 2, 3 and if you get that help at that time you will have American citizens bilingual and successful and a reduction of the dropout rate that my colleagues mentioned earlier.

Those are the successful kinds of pieces that we have in our preparatory school.

I would like to address a number of other things that I think you ought to know about, how you can achieve better uses of Federal dollars of training the critical person identified in the more effective schools.

The first variable in that formula indicated by Dr. Edmonds, Mr. Clark and others, is that you need a principal, administrator or superintendent who had the ability to motivate teachers and other administrators to do a better or more effective job.

That can only come about by ongoing kinds of training. We have another model on which we are part of the coauthorship and training format called the Quality Assurance Program of administrative region C in which twice a month principals, not sitting in meetings just to hear announcements and so on, but using 2 or 3 hours of staff development time the entire 10 months have as their purpose learning how to build effective schools and help teachers become more effective.

Because of those particular two programs the QA Program and the preparatory school model we have noticed in the scores on the local survey of essential skills test, a criterion reference test, and California Assessment Program which is a nonreference test; and the national comprehensive test of basic skills—this also being a norm reference test—we have noticed the difference between the intervention of Federal dollars supporting program in region C's chapter 1 schools.

If I can give you a case in point, grades 1 through 6, our school district of 834 schools had about a 10-percent change from 1980 to 1984. Administrative region C had a change of 15 percent in terms of its growth, representing a 50-percent growth within the region's 64 schools.

The change at 95th Street Preparatory School was over 28 points change. You can understand the more effective schools' research, motivating both the intervention model with the region schools and the three preparatory schools are the kinds of things that Federal seed money gives us and makes us do what we are paid to do, what the public expects us to do and morality demands that we do.

You ask that I give you an addition to what I thought the cuts might impact on our daily program, but what should the program look like in all American schools?

I keep hearing about the emphasis on high school dropout rates. People forget that if children don't learn in grades 1 through 6, or 6, 7, and 8, they cannot learn in grades 10, 11, and 12. So the strategy federally and locally ought not to be therapeutic, it ought to be preventive.

I want to describe some of the solutions, solution strategies for any schools using Federal or State tax funds.

One, enrollment ceilings should be given every school to prevent overcrowding. Now, that demands a Federal or State levy for capital improvements. We gave that money to Japan and Germany and look what it did. Why not do the same, as the land grant colleges did? We need land grant school funds in order to relieve urban overcrowding.

Two, we need strong skilled and motivated leadership of either an administrator or principal or superintendent. I think we need to keep training these persons and not accept the fiction that the title imparts impartiality. Federal seed money can do that as well.

Three, high expectations of students, staff and administrators. The research says under the Pygmalion study in San Francisco that says what a teacher expected of a child that is what he or she will get, if I as a principal expect my teachers to do better that is exactly what I get. If my superintendent expects me, the principals, to have more expectations of their schools, they will get that, and they will practice it. Not just rhetoric but actually make it happen.

Four, selection of teachers by the administrator and/or by the parents. You need a cultural match because most communities are different and they are diverse in suburban as well as metropolitan areas.

You also need daily and weekly parental involvement and participation. On our campus we have seven different parental groups, one is called Project Ahead First funded by Federal dollars but now the unified school district. These are two consultants who work with 10 of my children on every grade level and they go to the homes 1 or 2 hours a day to help their children and their parents to learn. Some of it is teaching parenting.

Next is small classes, 3 or 6 hour instructional aides.

Don't misbelieve when you mentioned people saying they need smaller classes. The researchers say that teachers believe smaller classes help and because of that they get the results.

But the research also says that larger classes also succeed. But if you want that belief, that heart-felt commitment, then we ought to reduce those classes and that takes a Federal or State tax levy.

The next item, you should always have a needs assessment or analysis process which should preceed the design of any local school plan. You ought to be able to go into any school in this Nation and ask that principal, show me your school plan. It ought to be in a readable two sheets in terms of the goals and what they expect to do in that particular school.

Because we used to say we take the child away, and we never really knew years ago. Today we do. We have all the instruments of assessment and they are in every school system. The next one, joint planning of teaching strategies, selection of goals, objectives and skills and learning activities by the teacher and administrators. Research says that unless they do it jointly it will not be effective. We are describing the effective schools model and this all includes staff development, workshops for administrators, teachers, aides, parents. No one should be left out.

When you leave someone out you don't have an adequate support system.

Regular and external dissemination of information in that school, everybody ought to know what the school plan is like, inside and out of that school.

The 12th item, daily monitoring and evaluation and supervision of instruction in the classroom by the principal or coordinator or grade or department level chairperson. What does that do? No teacher can tell that administrator that he or she doesn't know what is happening in there.

Then the tradeoff is they do what the administrator expects. You can get the feedback through visiting.

Thirteen, it should be in every school the presence of a creative and safe and secure school climate for instruction and learning. You ought to be able to walk down the hall, it should be clean, nobody should be threatening you. Nobody should be walking on campus doing these kinds of things.

That can be done by that key person, the administrator in that school. He or she can keep that campus secure.

Fourteen, basic subjects such as science, mathematics, English, language, reading, spelling, writing, social studies should be taught daily without interruption from any source.

The research says if you teach this every day, at the end of ten months those children will learn. You miss out for any other reason, then you have lost instructional time and actual learning time.

There should be daily, hourly directed teacher lessons by the teacher and reenforcement lessons by the instruction in small groups because small groups, the more face-to-face instruction one has he or she learns much better, indicating a lower parent- or teacher-to-child ratio—and remember when you walk into America's classroom you should see the teacher engaged, not walking around monitoring or assigning a page and doing dittos.

I will suggest to you they should always be engaged with one child or group of them or the entire class, always teaching and that is hard work.

Sixteen, daily homework assignments reviewed by parents and checked by the teachers daily.

Lastly, regular progress reports at least every 5 weeks ago we do it in the preparatory school, and parent conferences three times a year.

It is virtually impossible for parents in our schools not to know what those 5-week progress reports and those three parent conferences a year when that child needs the intervention strategies that have been mentioned.

We would hope that you would not consider the cuts proposed by Mr. Stockman or President Reagan in terms of the $672 million subsidies for school lunches, the $120 million Job Corps reductions, the $226 million Work Incentive Program, the Head Start Program being cut—that one is criminal. I suggest the only effective program that we have had all the data in on, and it is in and a good program. There are others I would like to address you not to cut or terminate or freeze.

But with my practitioner feeling of coming out of 95th Street Prep School, I am emotional because I won't see my children, Mervyn Dymally for a long time. I have given the teachers a model that I think the Nation ought to replicate. I think this district ought to replicate it. I would hope we would get more Federal seed moneys in order to do what we do so well here.

Thank you.

Chairman **Hawkins**. Our final witness in this panel is Ms. Georgeann Tomsen, California State education director, League of Women Voters.

STATEMENT OF GEORGEANN TOMSEN, CALIFORNIA STATE EDUCATION DIRECTOR, LEAGUE OF WOMEN VOTERS

Ms. **Tomsen**. Honorable Chairman, Members of the House, staff, panelists and the faithful audience. It is an honor to address you on behalf of the League of Women Voters of California. We have heard overwhelming evidence today of the importance of adequate funding at the Federal level. In fact, I am overcome with pride and amazement at the dedication of the people we have heard speak today. But I would like to ask you to stop for a moment and consider if you will the irony of the situation which threatens us.

This mighty Nation with its strong dollar and affluent society is told we must cut back on our services to our weakest, most dependent people. We are a nation at risk because public education is not meeting the demands placed upon it; yet we are told that we must eliminate, cut or freeze funds that support programs for the disadvantaged. Public education is considered by many the cornerstone of democracy and a vital building block for the future of our Nation; yet we are told more Federal revenue must be directed to building more weapons of mass destruction.

Yes, it certainly is the time that we the people consider our national priorities and look at the role of the Federal Government in education.

I have provided you a written copy of the new League of Women Voters in California recommendations on kindergarten to grade 12 education in our State. I will not read from that. It concludes a 2-year study concerning curriculums, personnel and governments, and it was financed by our members in 70 local leagues across this State. I have also prepared a written statement of our national League of Women Voters' position on education. I will only highlight it for you right now.

The League of Women Voters of the United States believes that the Federal Government should share with all other levels of government the responsibility to provide equality of opportunity for education and employment for all persons in the United States.

In this modern technological society employment opportunities are closely related to education. The league has consistently supported programs to increase the education and training of disadvantaged people. We encourage Federal efforts to prevent and remove discrimination in education and employment and to help communities bring about racial integration. We believe equal access to education and employment is the most effective means to combat poverty and discrimination.

The League of Woman Voters has supported the concept of Federal funding to educate specific students with identifiable learning needs for the very reason these programs were initiated. All too often these "expensive to educate" students have been ignored while districts concentrated on those easier and cheaper to teach. The league also supports targeting financial assistance to distressed areas, which have disproportionate numbers of low-income, disadvantaged persons.

The league's national agenda this year focuses on efforts to "protect the civil rights of women and minorities" through support of the Civil Rights Restoration Act of 1985 and to promote adequate Federal funding of the budget in programs for the disadvantaged. I will mention just a few.

Bilingual education is a vital Federal program which must be adequately funded. Reports show that California has 450,000 non-English speaking pupils in the public schools. The shortage of credentialed bilingual teachers is estimated at 10,000. California carries a disproportionately heavy financial burden due in part to our enrollment of refugees. For example, there are approximately 80,000 Indochinese students attending California public schools. In Los Angeles Unified School District some 90 different languages are spoken. Language barriers hinder the educational, social and economic advancement of foreign students. Fluency in the English language is the goal of bilingual programs, but the methods will vary according to the ability and background of the individual student. The Federal Government should assist in funding programs to train qualified teachers wherever there are shortages.

Racial integration and multicultural education are also of concern to the league. We support renewed efforts and Federal funding to break down the barriers that continue to divide our society.

Head Start is a program which has proven its value over the years. Adequate Federal funding is essential if disadvantaged preschoolers are to succeed in school and be prepared to lead productive lives.

Funding of chapter 1 of the Education Consolidation and Improvement Act is vital to the educational growth of low-income students across the Nation. Without sufficient Federal aid, equal access to education would be impossible. In the change from title 1 to chapter 1 the requirement for formation of a parent advisory committee was dropped. The league would support its restoration to assure active parent participation.

When chapter 2 programs were consolidated into an educational block grant, the States and local districts were given greater discretion in the use of the funds. Unfortunately, the accountability was lost in the change. Although the funds may be used to meet local needs, it is difficult to assess the value of chapter 2 funds. The league believes accountability is essential for good government at every level.

School lunch and nutrition programs should be funded at a level sufficient to ensure that every child is healthy. As others have said before me, hungry, sick children are not good learners. If the family cannot afford to provide the basic necessities for survival, Government should assist.

School building construction and rehabilitation are crucial needs in the poor, overcrowded sections of our older and larger cities. As the school population grows in California, the problems intensify. It would seem reasonable to explore the possibility of Federal funding for adequate school facilities in low-income areas.

"Educational equity" and "equal access" are key words used throughout this statement of league positions. The words "quality" and "excellence" are missing only because the League of Women Voters believes that the responsibility to define "quality" lies at the local level. We strongly support both equity and quality and believe that they must be pursued and achieved simultaneously to benefit all students. The task is one that should be shared by all levels of government.

In conclusion, I wish to thank you for the opportunity to address you on behalf of the League of Women Voters in California, and to compliment the members of this committee for encouraging public participation in this vital questions of the Federal role in education.

Thank you.

[Prepared statement Georgeann Tomsen follows:]

Prepared Statement of Georgeann Tomsen, California State Education Director, League of Women Voters

Consider for a moment, if you will, the irony of the situation that threatens us today. This mighty nation with its strong dollar and affluent society is told we must cut back on our services to our weakest, most dependent people. We are A NATION AT RISK because public education is not meeting the demands placed upon it; yet we are told that we must eliminate, cut or freeze funds that support programs for the disadvantaged. Public education is considered by many the cornerstone of democracy and a vital building block for the future of our nation; yet we are told more federal revenue must be directed to building more weapons of mass destruction.

Yes, it certainly is time that we the people consider our national priorities and look at the role of the Federal Government in education!

The League of Women Voters of the United States believes that the federal government should share with other levels of government the responsibility to provide equality of opportunity for education and employment for all persons in the United States.

In this modern technological society employment opportunities are closely related to education. The League has consistently supported programs to increase the education and training of disadvantaged people. We encourage federal efforts to prevent and remove discrimination in education and employment and to help communities bring about racial integration. We believe equal access to education and employment is the most effective means to combat poverty and discrimination.

The League of Women Voters has supported the concept of federal funding to educate specific students with identifiable learning needs for the very reason these programs were initiated. All too often these "expensive to educate" students have been ignored while districts concentrated on those easier and cheaper to teach. The League also supports targeting financial assistance to distressed areas, which have disproportionate members of low-income, disadvantaged persons. We favor categorical aid programs which funnel federal money into states and communities to fund specific programs aimed at getting a specific job done and assuring equal access to education.

However, the underfunding of mandated programs has caused encroachment on the general fund of the local school districts and thus weakened the basic program for all students. For this reason, the League demands full funding of all mandates, legislative and judicial. We also seek clear-cut measures to ensure accountability and well-defined avenues for citizen participation.

When guidelines and accountability are maintained, the League has supported state and federal block grants to qualifying communities. We believe that education must be responsive to the community needs and goals and serve all students in the most appropriate manner. Local decision-making is essential to meeting the needs of the individual students.

The League of Women Voters of the United States has worked for adequate federal funds for the establishment and continuation of programs which:

Provide basic education, occupational education and retraining for adults, when needed for work and career;

Expand apprenticeship and on-the-job training;

Offer compensatory educational opportunities for the disadvantaged from preschool through secondary education;

Help needy students remain in high school and post high school training;

Inform individuals of their civil rights in education and employment;

Use mediation and conciliation to bring about integration of minority groups into full participation in community life; and

Bring about effective integration of school through federal technical assistance.

The League's national agenda this year focuses on efforts to "protect the civil rights of women and minorities" through support of the Civil Rights Restoration Act of 1985 and to promote adequate federal funding of the budget in programs for the disadvantaged.

Bilingual Education is a vital federal program which must be adequately funded. Reports show that California has 450,000 non-English speaking pupils in the public schools. The shortage of credentialed bilingual teachers is estimated at 10,000. California carries a disproportionately heavy financial burden due in part to our enrollment of refugees. For example, there are approximately 80,000 Indochinese students attending California public schools. In Los Angeles Unified School District some 90 different languages are spoken. Language barriers hinder the educational, social and economic advancement of foreign students. Fluency in the English language is the goal of bilingual programs, but the methods will vary according to the ability and background of the individual student. The federal government should assist in funding programs to train qualified teachers wherever there are shortages.

Racial integration and multicultural education are also of concern to the League. We support renewed efforts and federal funding to break down the barriers that continue to divide our society.

Headstart is a program which has proven its value over the years. Adequate federal funding is essential if disadvantaged preschoolers are to succeed in school and be prepared to lead productive lives.

Funding of Chapter One of the Education Consolidation Improvement Act is vital to the educational growth of low-income students across the nation. Without sufficient federal aid, equal access to education would be impossible. In the change from Title One to Chapter One the requirement for formation of a Parent Advisory Committee was dropped. The League would support its restoration to assure active parent participation.

When Chapter Two programs were consolidated into an educational block grant, the states and local districts were given greater discretion in the use of the funds. Unfortunately, the accountability was lost in the change. Although the funds may be used to meet local needs, it is difficult to assess the value of Chapter Two funds. The League believes accountability is essential for good government at every level.

School lunch and nutrition programs should be funded at a level sufficient to ensure that every child is healthy. As others have said before me, hungry, sick children are not good learners. If the family cannot afford to provide the basic necessities for survival, government should assist.

School building construction and rehabilitation are crucial needs in the poor, overcrowded sections of our older and larger cities. As the school population grows in California, the problems intensify. It would seem reasonable to explore the possibility of federal funding for adequate school facilities in low-income areas.

"Educational equity" and "equal access" are key words used throughout this statement of League positions. The words "quality" and "excellence" are missing only because the League of Women Voters believes that the responsibility to define "quality" lies at the local level. We strongly support both equity and quality and believe that they must be pursued and achieved simultaneously to benefit all students. The task is one that should be shared by all levels of government.

In conclusion, I wish to thank you for the opportunity to address you on behalf of the League of Women Voters of California, and to compliment the members of this committee for encouraging public participation in this vital question of the federal role in education.

LEAGUE OF WOMEN VOTERS OF CALIFORNIA: CONSOLIDATED EDUCATION POSITION

Support of a comprehensive kindergarten through twelfth grade public education system which: Meets the needs of each individual student, challenges all students to reach their highest potential, and develops patterns of lifelong learning and responsible citizenship.

Support of a system of funding which is: Adequate, flexible, equitable, reliable; derived from a combination of revenue sources; and distributed fairly to ensure equal access to public education for all students.

Support of formulating broad general guidelines at the state level and developing and implementing programs at the local level.

OBJECTIVES: CURRICULUM

1. Joint responsibility for co-ordinated curriculum planning in which the state develops broad guidelines for a common core curriculum and the local district develops a comprehensive challenging curriculum which:

a. Includes the state minimum requirements.

b. Meets the needs and challenges the abilities of all students in the district.

c. Reflects priorities set in the local community.

2. State policies, guidelines, and standards for curriculum should encourage the local districts to:

a. Develop a broad curriculum.

b. Provide for an appropriate range of student abilities and interests.

c. Evaluate feasibility of proposals and effectiveness of curriculum

3. Educational programs should have sufficient resources to provide all students with:

a. Command of basic skills.

b. Competence in complex skills.

c. Exposure to the broad common body of knowledge.

d. Appreciation and respect for one's own cultural heritage and that of others.

e. Preparation for leading productive lives.

f. Sufficient instruction to develop competence in speaking, reading, and writing English.

g. Services needed to ensure a school environment conducive to learning.

h. A process to identify special needs and provide appropriate services to meet those needs.

i. A variety of challenging learning opportunities.

OBJECTIVES: PERSONNEL

1. Responsibility at the state level for:

a. Developing guidelines for recruiting, training, certifying, and retraining teachers which maintain high standards.

b. Including early and extensive experience in the classroom in the teacher training system.

c. Developing guidelines for evaluation which are fair, rigorous, and frequent with high standards for retaining teachers and with effective procedures for removing ineffective teachers.

d. Allocating sufficient funds to provide adequate and appropriate salaries for teachers and administrators.

e. Maintaining a financially sound teacher retirement system.

f. Regulations governing tenure which permit a fair, rigorous, and frequent evaluation system.

2. Responsibility at the local level for:

a. Maintaining high performance standards for teachers and administrators.

b. Implementing a fair, rigorous, frequent evaluation system.

c. Providing opportunities for retraining and professional growth for teachers.

d. Ensuring adequate and appropriate salaries and benefits.

e. Providing a work environment which is conducive to good teaching.

f. Providing incentives for excellence in teaching.

g. Sustaining community support and recognition for educators and education.

h. Providing the appropriate notice and access for the community to the collective bargaining process.

i. Utilizing, when possible, collaborative approaches to collective bargaining.

OBJECTIVES: FINANCE

Responsibility at the state level for:

a. A flexible, equitable system of adequate and reliable funding derived from a combination of tax sources that includes a portion of the property tax.

b. Developing a school finance system that incorporates a multi-year mechanism and enables orderly, timely, effective budgeting and negotiating processes at the local level.

c. Developing a process for forward funding of the educational budget with decisions made in the year before implementation.

d. Equitable distribution of general purpose funds based on student population.

e. General purpose funding which is sufficient to provide a comprehensive challenging program for all students.

f. Separate and appropriate funding of programs for students with special needs.

g. An equitable funding system that encourages local control.

h. Full funding of mandated programs and procedures to avoid encroachment upon the general educational program.

i. Periodic review of state mandated programs.

j. Permitting districts access to supplementary funds for meeting locally determined needs with due regard to equity.

k. A uniform system of budgeting and accounting.

l. Opposition to expenditures by the state for vouchers to non-public schools.

OBJECTIVES: GOVERNANCE

1. Implementation of a system of educational accountability for both finances and student progress in which:

a. the local district is accountable to its community and the state.

b. the state is accountable to its citizens.

2. Responsibility at the state level for:

a. Setting broad educational goals and policies.

b. Formulating long range plans for the statewide system.

c. Determining minimum standards and guidelines for evaluating student progress.

d. A state education code which defines state responsibilities and allows local decision making.

e. Developing broad guidelines for instructional materials selection

f. School building safety standards.

3. Responsibility at the local level for:

a. Setting long range community goals and interim objectives.

b. Long range planning for the district.

c. Formulation, implementation, and evaluation of programs.

d. Effective implementation of mandated programs.

e. Involvement of the community in the assessment of local educational needs and goals.

4. State and local responsibility for providing public access to decision making in public education.

Chairman **Hawkins**. Thank you, Ms. Tomsen.

Mr. Kildee.

Mr. **Kildee**. Thank you, Mr. Chairman. It has been an excellent panel. I have been very inspired by what has transpired here.

One question I just want to touch on, you have been touching on it but maybe you can pull it together. You have a serious problem here in LA as you have in many school districts with dropouts. That, to my mind, is the final problem. When they drop out you have lost contact with them then.

How will the proposed Federal cuts exacerbate—I am assuming they will exacerabate that problem—such cuts as Head Start, chapter 1, Vocational Education, Bilingual Education. Could you give us some idea of how that might exacerbate an already serious problem of dropouts.

Mr. **Moore**. A case in point would be, Mr. Kildee, another case of $200,000 coming to my school because we have been achieving from moving from quarterly 1 to 2 to around the 50 percentile, I will lose Federal moneys from chapter 1 budgets so the persons that I have to drop out of my program are 3-hour instructional aides or 6-hour curriculum leader. We did lose some instructional aides last year and my teachers have fed back to me in terms of their 5-week assessments that the children are not learning as well as much because they don't have a second teaching adult in the room.

Mr. **Kildee**. Dr. Alexander.

Mr. **Alexander**. I like to use analogies. An example would be the doctor who prescribes medicines for a person, you begin taking it and as you begin to become healthy, you take it away. With most of the programs you are talking about, Mr. Moore has said the seed money whether it is in a preschool program or bilingual education, you have a program started and when you have to go back in and restructure you lose critical educational time.

That is what we are concerned about. When you take the money you are going to have to regroup next year as they have in the past. At one time chapter 1 regulations—after you had an improvement in scores you penalize them by taking away the money. That means you had to go back and reorganize, let off people, people who worked hard, whether aides or teachers who tried to improve it, you will penalize them for doing a good job.

In essence, you do the same here. You say cut back on the budget so those folks that have been in there working with them, the community identifies with them as do the students, will be pulled out.

Mr. **Kildee**. It is interesting that Head Start has had proven success and all the tests show it has been very successful.

If Cap Weinberger heard that we had a program that had proven successful he would be happy to run over to the Congress and say, "This is a successful program. Give me more money to continue funding it." Here we have a successful program in education and they say cut it. It doesn't make sense.

I mentioned yesterday in New Orleans, day before yesterday, that what we really need in the Department of Education is a level of advocacy at the same level that Weinberger gives for the Department of Defense. My gosh, we have found something that works. If we get one flying, Weinberger will be saying this really works, really does well, let's build more, and they would get more but Bennett, you know, is just absolutely pussy-catting around this issue while Weinberger is being a tiger.

We need the advocacy, and you people can help us be that advocate. We are out here, both sides of the aisle, because we all know Mr. Goodling has been a good friend of education, and he saved budget cuts last year by personally going to the White House, but we need your information so we can be better advocates to keep the programs going and funding them. We should put more money into Head Start rather than cutting it.

Ms. **Foster**. Mr. Congressman, we are concerned about programs like Head Start, chapter 1, et cetera, at the elementary level because some studies we have tell us that you can identify a dropout on the day the youngster comes to kindergarten. If we don't have that early intervention, that early help we program the youngster for failure. We take a hand in it, we could operate in it.

If vocational education is cut and the States are placing emphasis on college prep courses, that is what is happening, that is where the money goes, but what do we do for a youngster who could learn math beautifully, who could learn the principles and concepts of science beautifully in an upgraded vocational curriculum and could graduate from school and have a meaningful educational experience and could go out and get a job—get a job—and that is the most important thing we can prepare them for. Going out and pursuing gainful employment or higher eduation.

There is no reason on this Earth why this country cannot afford to meet the educational needs of its youngsters and fit them to be self respecting productive members of society.

Mr. **Kildee**. Thank you.

Again, Mr. Chairman, I want to thank the panel for its presentation, both enlightening and its promise to be continuing to be advocates for eduation.

Chairman **Hawkins**. Mr. Owens.

Mr. **Owens**. Mr. Mack has gone but if any of the other panelists has information I would be interested. Maybe the committee would have the staff get further information on the Washington High School triad project where 80 percent of the youngsters go on to college, if I heard right. That is fantastic. I really would like to see more concrete information about that.

Mr. **Dymally**. All the successful schools, Mr. Owens, are in Congressman Hawkins' district. I want you to know that.

Mr. **Moore**. We will provide that information. I have all the documents right here that would be accessible to you.

Mr. **Owens**. Maybe Congressman Hawkins knows all there is to know about it, but I would like to take it back to my district and show them what can be done.

Mr. **Moore**. I will have it as part of my amended statement.

Mr. **Owens**. The other information I would like, Ms. Aguilar, is your study on the size of the school having a greater impact than size of the classroom. I have never heard that.

Ms. **Aguilar**. I would be glad to send that to you.

Mr. **Owens**. Thank you. I have no other questions, Mr. Chairman. Thank you.

Chairman **Hawkins**. Mr. Hayes.

Mr. **Hayes**. Mr. Chairman, I am beginning to know how the kids feel who have been deprived of their school lunch.

Chairman **Hawkins**. I don't think they would have the same reserve that you have.

Mr. **Hayes**. I just wanted to comment that we have received what amounts to a wealth of information. In some instances it has been enlightening to me. I wonder if the panelists know the kind of responsibility we have, those of us in the lawmaking body of our Government.

People ofttimes make decisions, I found out in my short time there, not always motivated by sensibility. And they are motivated more in my opinion by what the dollar priorities are. They seem to want to protect special interests, and I am almost convinced that the expendables in our society are already being predetermined.

Our responsibility, it seems to me, is to see if we can turn it around and begin to advocate that those disadvantaged kids can be helpful in preservation of our democracy. Maybe they can become helpful in explorations in outer space and things of this order.

So I hope to be able, Mr. Chairman, just to study some of what I have received here in the way of testimony and I want to thank the panelists for having given it to us so that I may be one catalyst to try to help turn things around and develop a new sense of direction for the preservation of the kind of life and society we live in.

Thank you very much.

Chairman **Hawkins**. Mr. Dymally.

Mr. **Dymally**. Thank you, Mr. Chairman.

Mr. Chairman, Mr. Goodling has not had a chance to ask questions yet. Do you want to go ahead?

Mr. **Goodling**. You go ahead.

Chairman **Hawkins**. Do you want to yield at this time?

Mr. **Goodling**. Go ahead, Mr. Dymally, I am used to being in the minority.

Chairman **Hawkins**. I left him in charge, I thought he would take advantage of it.

Mr. **Dymally**. He is a classroom teacher, he doesn't take advantage of anybody.

Thank you, Mr. Chairman. I want to join with my colleagues in commending the panelists as a whole for their excellent testimony. I am very pleased to see my friend Dr. Alfred Moore here. Everything I know in politics I learned from him. I learned how to raise funds by selling newspapers for the PTA through Alfred Moore. I did it so well I beat him. But he has always been very perceptive—a good long-range planner—a careful thinker, and I am not surprised that he has ended up at one of the best schools in the city school system.

I am pleased however that he has not been stolen by 450 North Grant into the administrative area. Someday I know they will take him away but I hope he stays here as long as possible.

Mr. **Moore**. I just have.

Mr. **Dymally**. I think we will have to amend the Elementary and Secondary School Act to bring him back to the 29th District. Perhaps we can trade him for Compton, Mr. Chairman.

I thank you for coming and it is nice to see you.

Mr. **Moore**. Thank you.

Chairman **Hawkins**. Mr. Goodling.

Mr. **Goodling**. I have only one question, Mr. Chairman.

I would ask—I lost my list of people who were testifying.

Let me just say, my question is to Mr. Alexander and to Dr. Moore. Are the reasons teachers become administrators only plush salaries and outstanding working conditions as was mentioned by one or two who testified before your panel, right before your panel?

Mr. **Moore**. Permit me to answer that first. One of the things that goes into any organizational development is how do you develop people to their fullest extent?

We have something in the Unified School District called the chairs of experience. Going through those chairs of experience it is motivation that you want to impact more persons, children and adults. On the one hand, you can be a wonderful teacher to 30 children. Wouldn't it be more wonderful to impact 1,500 children with the same program?

Then if that is so, then you must sit in one of those chairs which helps to direct on a collegial basis—you don't tell people what to do—you simply develop a consensus about what is effective.

The other part is that you must feel in your own heart as a representative that you are representing your district, too, rather than staying back home and doing what you did before you became a representative. I think you have a greater impact in Congress and I feel that administrators who were cracker-jack teachers can also be good cracker-jack administrators.

Mr. **Alexander**. I would just like to add to what Mr. Moore said, that I agree 100 percent by the way, just as you moved up the rungs from city government, State, Federal, to assist in the development of our country, many of us as individuals have a commitment that we would like to expose more children to successful practices that we have been able to experience as teachers and as principals.

And in going through the various chairs you learn how to work with people rather than trying to coerce them, but through a collegial approach you learn to share and as an educator it is a wonderful feeling to have the experience of working with so many young people regardless of ethnicity and having them come back to you later in life, after college, or later professionally, and tell you the impact you had on them as an individual. You can do that as a classroom teacher.

Granted, there are those who move because of money but they usually fail. They are perceptive and children realize that when they get there. Possibly they should have stayed in the classroom if they were a good teacher. I say "if," you understand. There are two sides to it. For the most part most of us move into administration because we have the goal of hopefully working with greater numbers of young people.

Mr. **Goodling**. May I say I knew the answer to the question, I was an administrator for 17 years. I only posed the question because I didn't want them to get away with the wise smart remarks they made right before your panel came up; but, unfortunately, they left before I could ask you that question.

Thank you.

Chairman HAWKINS. Thank you. Again, the Chair would like to thank all the members of this panel, for your excellent presentations. I think the greater enthusiasm you generated proves how successful you are in presenting your statements. We are very appreciative of it.

The committee certainly looks forward to a continuing dialog with you.

Thank you very much.

Mr. FOSTER. Thank you, Mr. Chairman.

Mr. ALEXANDER. Thank you.

Mr. MOORE. Thank you, Mr. Chairman.

Chairman HAWKINS. The final panel will consist of Carolyn Warner, superintendent of public instruction, Arizona State Department of Education, Dr. William Honig, California State Superintendent of Public Instruction, and Ms. Rita Walters, Board of Education of Los Angeles Unified School District.

STATEMENT OF CAROLYN WARNER, SUPERINTENDENT OF PUBLIC INSTRUCTION, ARIZONA STATE DEPARTMENT OF EDUCATION; WILLIAM HONIG, CALIFORNIA STATE SUPERINTENDENT OF PUBLIC INSTRUCTION; RITA WALTERS, MEMBER, BOARD OF EDUCATION, LOS ANGELES UNIFIED SCHOOL DISTRICT

Chairman HAWKINS. Dr. Honig, we regret that we might have kept you waiting for a long time but we have been trying to time these proceedings for your arrival. We got somewhat out of hand.

Mr. HONIG. I appreciate that, Mr. Chairman.

Chairman HAWKINS. I understand Mrs. Warner has an urgent time problem, I suppose getting back to Arizona. Do you think that your problem is greater?

Mr. HONIG. We have discussed it and I have a bigger problem than she because we have the planes back to San Francisco filled up and I can't miss this one.

Chairman HAWKINS. You have relieved the Chair because I was placed in a very embarrassing situation.

Mr. HONIG. We have worked it out.

Chairman HAWKINS. Ms. Walters, your problem is not so much other than getting along on the freeway at this time of day?

Ms. WALTERS. That is right.

Chairman HAWKINS. First then, Dr. William Honig, then Ms. Warner and Ms. Walters.

The prepared statement you have will be entered in the record in its entirety in order to accommodate you. I would assume you would want to summarize from it.

Mr. HONIG. Yes, sir, Mr. Chairman.

Chairman HAWKINS. Handle it as you see fit.

Mr. HONIG. Mr. Chairman, members of the committee, you have a prepared statement. I will just give you a summary of what I think the impact of this proposed budget will be on California, some statements on the effectiveness of some of the Federal programs and initiatives, and some brief thought about where we might be thinking in the future for other Federal initiatives.

We do have a problem with the budget as proposed. It will make severe impacts negatively on California to the tune of around $106 million and we understand the need for equity and sharing in effort to try to do something about the deficit, but the budget as proposed seems to take an inordinate amount of money from children.

That comes out in freezes and more than that it comes out in specific programs that are essential to California.

We have a problem of increased immigration to this State and there is a very effective program, Federal program for immigrants, immigrant children. That will be deleted totally. That will have dangerous affects in this State.

The nutritional decreases you know about.

The migrant program decreases you know about.

There is a chart in the material handed out here which shows you the extent of it. If you look on the table right after and you can see the major decreases that will hit us.

The impact aid, another program with specific magnitude because of the military bases and concentration of some districts in this State, and that is $9 million. Migrant is $13 million. Libraries hurt us for $10 million. Refugee and immigration programs which are on this list—the total is $108 million for the State.

We think it is obviously not a high percentage of funds for California but it is concentrated and will have severe impacts.

The rest of the data backing that up is in the material that we have handed to you, and you can read that at your pleasure.

The other points I would like to make have to do with the importance of a continuation of some of the programs that have been effective, especially chapter I, chapter II, some of the handicapped programs.

Chapter II, and Carolyn Warner will reiterate this point, has been very effective for some of the efforts we have been making at the State level. As you know, there is a tremendous ferment going on in American eduation in our State and other States trying to get at the cause of declines in performance, attacking expectation levels for core curriculum, trying to spread quality programs across the board. Rita Walters will testify to some things they have been doing, but this is a statewide effort.

The chapter II funds have been essential in keeping that momentum going. We have used those funds in California for staff development, for a whole program of curricular improvement. In bill H.B. 813, which Theresa House and Gary Hart sponsored in the legislature a year and a half ago, contained around 65 initiatives.

One of them was the documentation of curricular studies in California, graduation requirements which have just been adopted by the State board.

They are ambitious, apply across-the-board, not just for college-bound but for the average students, students in all different parts of the State, but for them to be effective we are going to have to have the support, the training of teachers, the working with administrators and principals, working with school boards, you can't just promulgate these and expect them to happen.

We are using chapter II funds in this process and so we are relying on those funds to keep the momentum for change going in this

State. It is one of the few sources of discretionary funding that we have.

So that 20 percent of the funds and the magnitude of chapter II funds are crucial in what we are trying to do.

The other comment I will make on the impact of the budget and initiatives, we were counting on the increases in expansion of the Educational Excellence for Administrators Act, the math and science bill—we have a tremendous problem of tracking and keep an upgrading the quality of sciences. Those programs would be very useful. Initially, as you know, they were slated for a much higher level than they are now.

The amount of funds coming into this State, about $8 million, are just not enough to do the job as far as the training that is necessary.

It is interesting to note that of the money nationally that is being saved by the freeze and some of the cutbacks in eduation is around $350 million. That is about the sum that is being requested to divert to tax credits and I have a very strong opinion that if we are being asked to save across the board to tackle the deficit, that is one issue. But if we are asked to divert money from powerful programs in this State and in this country for a tax credit program I have to be strongly opposed to that program.

I think what will happen with those funds is that they will be used to give a credit to individual families, and for the most part the private schools that will—where the students attend are in financial straits and they will have to raise their rates, so bascially what you are dealing with is a Federal subsidy of private education.

That is not necessarily bad in and of itself, but to spend $350 million of badly needed funds that we need for staff development, curriculum improvement, et cetera, plus the special programs I have mentioned earlier, to divert funds to give to those schools that only are educating 11 or 12 percent of the students in the country is inequitable and unfair, I believe.

So we want to register a strong objection to that point of view and would hope this committee will take a look at the rationale for this tax credit proposal that seems to be linked in the budget. We are cutting down one side and providing it on the other.

The other areas I will mention briefly, we have a need for continued support in some focused areas. I know the chairman, Mr. Chairman, you have been toying with the idea of introducing the school effectiveness legislation. We would support that. We would hope as the bills pass through the Congress that you take into account the efforts with the State because some of us have moved in that direction. To the extent you can give us the flexibility and enhance some of our efforts—I think we can—that partnership will pay off.

Some States I know have direct school effectiveness programs. We have in California. It is called school improvement. We are spending almost $200 million on the concept. Money goes to districts and to cities for discretionary purposes, where they have to come up with a plan.

We would hope any Federal initiative would consist of some of the things we have done at the State level and bolster those local efforts.

In the area of administrative training and staff development I mentioned we need those funds. They were not expanded and that will hamper our efforts in this State, I believe. That would be a boon to what we are trying to accomplish.

In three or four other areas, I think you may take a look at some potential for Federal initiatives. I will tick off four or five. One of the areas has to do in broadening staff development. We have seen a bill passed in the math and science area, a strong bill, but effective schools and quality education and excellence in education, especially for the broad range of kids we serve in this State, means we cannot just concentrate on math and science. We have to talk about English, writing, history, and literature and fine arts and these other areas, foreign languages.

So these programs have turned out to be an effective mechanism for upgrading the quality of our students so they can get the jobs available, so we teach citizen responsibility, and give the students a chance to be empowered in this culture and society.

I would hope we have a willing population among teachers, they are hungry for this support. Most of you remember the NEA institutes back in the late 1950's and early 1960's where we did extensive training and there was a tremendous payoff. When you talk to teachers now or administrators who are active in the math councils and social studies councils they got their start in these NEA institutes back at that time.

So these programs have a high payoff. They probably won't be started in any massive sense unless we get some support in the next several years, Federal support. There will be some initiatives but that is where I think Federal dollars can have a tremendous payoff.

The second area I would mention is the whole area of new teachers and there has been—have been bills passed through Congress but it is going to have to be a much more massive approach than we have undertaken to date.

We are facing a need for 110,000 new teachers in the next 6 years. We have, our teachers are a little older than the rest of the Nation and we will have an increase of 650,000 students. I think Los Angeles faces 70,000 or 80,000 new students in the next 5 or 6 years. So it is going to be a tremendous problem for us.

At the same time we are asking these teachers who are coming on board to teach a more ambitious program for more students, not just the college bound but all students we would like to get a stronger program for in skills, knowledge, and in those disciplines that will help them in their lives.

That is a tall order and we are not fulfilling it in the talent we get into the profession or in the training they are getting at the universities.

So I think we need something along the order of special projects or programs at universities. With districts we get the collaborative effort and again, a little focused attention to that or support for that can have a tremendous payoff in engendering activity.

Right now, we do not have the time but if the committee is interested or the staff, we can give background on this. We have a commission in this State, a blue ribbon commission with broad representation looking at it. They have developed materials and I think can give you some assistance in thinking through this problem.

A lot of the problem is it is not a school of education issue. It is a whole university issue. You have to get the faculties and sciences departments and math departments and so on working with the school of education and coming up with how you train this new generation of teachers.

You have to get the school districts to participate in the internships and reinforcement of them once they come on board as new teachers. I think the combination of that can have a tremendous payoff.

I don't think we have any choice. We are faced with this need. It is not just California, it is the whole country if we are going to deliver on this promise of quality.

The third area I would mention briefly is the whole area of instructional materials and what introduction of technology and the promise of laser disks and computers as instructional materials might be.

There has been a lot of discussion about computer literacy, but this jump is the next step, really. If you take a fifth grade math class or chemistry class, or we have seen it in word processing, but computer-assisted instruction can be very powerful and a support to the kind of sophistication we are looking for in our programs.

So just to take a series of what the best math teachers do in a fifth grade class and try to decide what of that is amenable to put on software, is an exercise we need to go through, we need to fund it in some concentrated way. We are doing it just the opposite now, you have a market that is responding but the responding is in peripheral areas.

There are good software being produced, maybe 3 or 4 percent of the total being produced but there is not the sustained development in a particular area. Starting with the curriculum and figuring out what portion of that, 5 or 10 percent, can be amenable to development is the question.

That will take concentration of funds. It is a natural for the Federal Government and it is something you may want to explore. It is not being done now. We don't have that comprehensive development occurring in any major area of the curriculum. The closest we have come is some simulations of chemistry in the college level but we need it across-the-board if we are going to support the kind of ambitious program we are discussing.

The other area I will mention is the audit reform bill. I know, Congressmen, some of you have been instrumental in this area. We want to concentrate funds on where they are productive but many times the audit, the way the programs are audited makes the practitioner so pull their punches that they don't do what is educationally right, they do what will cause them the least grief with the auditors.

I think audit reform is important. It seems like a technical issue, but it has tremendous programmatic effects because if we can get program people in the audit system consistent with the objectives of the programs then I think you are going to see an unleashing of creativity in many of these areas.

Let me give one example. It is not an audit example, but it is a chapter I program which you will look at in the next year I believe. Chapter I has been a beneficial program in my estimation. It has focused money where needed, disadvantaged children, lower socioeconomic areas. I don't think we should change those formulas. I think they are aimed at the right schools, at the right areas.

But I do think—what needs to be made more flexible in the bill you introduced, Mr. Chairman, is it turns out that many activities at a local school site with the most payoff are activities that go across-the-board, that pull out programs are fine but they are only half the effort.

Other things have a much greater effect on the quality of eduation, the whole school spirit, working with the faculties, trying to work on some common programs in that school. To the extent you focus, once you get to the school—I want to make that distinction—I am not talking about changing where the money goes, once it gets there to the school then I think trying to track it to individual students who are below certain levels and making sure you have a clean audit trail for those particular students will tend to educationally pull the effort away from the powerful types of activities that have tremendous educational payoff or educationally sound and not yet quite allowed by the law and regulations. Part of it is administrative, part of it is audit, part is legislative.

For example, in California we decided that that was correct. We have a comparable program in our State that is equal to chapter I as far as level of funding. It is a massive program. It is for the same type of child.

We decided that if a school had 67 percent impacted low achieving students in the school that we would allow this flexibility. We have not been able to get the Federal Government to agree to use that study for our own State program on the supplant issue.

So we have been frustrated in that and it is something I wish this committee would look at because if we are right, that that kind of restriction harms us educationally, then I think we can get the best of both worlds which is concentrate the funds where needed with the students that need it and allow for flexibility in programs.

I would have to make a strong case—it is just not the student that is scoring below level in the school that we should aim at. There are students right in the middle that have the potential that are way underachieving and if we ever gave them the support and gave them the programming necessary, they would take off, too.

If you have an impacted school, the concept is clear, allow for the educational programs to pay off, and I hope you investigate that when the reauthorization comes up.

I have tried to cover my problems here in California or our problems with the cutbacks, the proposed cutbacks. We will play ball if everybody else does and as long as they are not concentrated on areas where we think there is tremendous negative impact.

Some of the programs you are currently funding and sponsoring are having good effect in this State and across-the-board, migrant, chapter I, chapter II and other initiatives. I think there are other areas that we would look forward to help on in concentrated efforts from the Federal Government that we will be able to put to good advantage in this State.

So I am positive about our chances in public education and education in this State. There is a good momentum. We have public support, we have political support, we are getting additional resources from the State level at least, and if we can keep it concentrated we will get good results.

Thank you for the opportunity to testify.

Chairman HAWKINS. Thank you, Dr. Honig.

You open so many areas it is difficult to try to limit the questions. I will do the best I can. I will yield because I will have an opportunity to discuss these matters with you frequently so I will yield to the other members.

Let me yield first to Mr. Goodling.

Mr. GOODLING. Since you yielded to me first I have no questions.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Well, I will defer to your schedule. You made a clear presentation, you gave us some things to reflect upon. I appreciate your testimony. I don't have any questions at this time.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. No questions, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. No questions.

Mr. DYMALLY. Just a California question, Mr. Chairman.

At one time the University of California was shifting away from teacher training. You are talking now about getting the universities to look at teacher training on all levels. Are you able to convince U.C. to do some teacher training or are they still into heavy research except in education?

Mr. HONIG. That is a very, very—that question needs to be asked. I think there is an understanding now with President Gardner of the need to shift back. We have been working closely with Bernie Gifford and other deans in this area and also as you know, Congressman, we have a strong or large California university system, state university system, that prepares 10 percent of the teachers in the country and Ann Reynolds and the deans and the presidents are, for the first time I think, starting to talk about their responsibilities in teacher education.

But again, a little support goes a long way in paying for a professor in science who will work on developing how you teach science to fifth graders. That is the intellectual support we have not received in the past 5 or 10 years and we are now getting some willingness there. If we can get the resources back there we will get some payoff.

Mr. DYMALLY. Thank you, Mr. Chairman.

Chairman HAWKINS. We will have the members submit any questions they might have wanted to ask to you in writing and we would request you cooperate in answering those questions that way because I am sure there would have been very many questions if we had not had the time problem.

Mr. HONIG. Thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you very much. You obviously are excused. Thank you.

[Prepared statement of William Honig follows:]

Prepared Statement of William Honig, California State Superintendent of Public Instruction

Mr. Chairman and Committee Members, I am Bill Honig, Superintendent of Public Instruction for the State of California. Our State Department of Education is the supervisory organization for elementary and secondary public education, which includes 58 county schools offices, more than 1,000 school districts and approximately 4,089,000 pupils.

I welcome this opportunity to appear at this important Congressional hearing and to congratulate you Mr. Hawkins, on your assuming the Chairmanship of the House Education and Labor Committee. We are also pleased you have become the Chairman of the Subcommittee on Elementary, Secondary and Vocational Education. We are both proud and fortunate to have a distinguished member from California taking the lead in Congress on such critical domestic programs. We are looking forward to working with you on behalf of excellence in education in your new role.

My testimony today will focus on three areas: 1) the programmatic and fiscal impact of the budget cuts proposed in the President's FY 1986 Budget; 2) the effectiveness of ongoing Federal education programs, and 3) Federal initiatives in the 99th Congress.

I. BUDGET

Excellence in education is supposed to be a high national priority. Nevertheless, we should be willing to bear our fair share of the burden caused by the massive Federal budget deficit. I specify "fair share" because it appears that the cuts leveled at education in the President's proposed FY 1986 Budget exceed equity. Children seem to be absorbing a disproportionate share of the Federal cuts.

The President's proposed FY 1986 Budget for education programs continues the trend of previous years: terminations, reductions and freezes. For the sixth consecutive budget of this Administration, the President's proposals would accelerate the decreasing Federal share of education expenditures in the U.S. since 1980.

In 1980, the Federal share of all education expenditures in the U.S. reached a high of 10.9%. That figure has decreased continuously to 8.8% in 1985. The President's budget for FY 1986 would bring the Federal share down even further.

The President's budget, if implemented, would have a serious negative impact on elementary and secondary education in California. Overall, California would lose approximately $108.7 million, or 8.7%, as a result of proposed program reductions and terminations in several Federal agencies. In addition, the proposed freezes in these agencies would mean a loss in the level of providing current services of about $38 million from FY 1985.

The proposed reductions in the education budget go especially far in some areas. Reductions in programs such as immigrant education which assist in meeting needs created by Federal policies or actions, and in programs such as child nutrition which address issues of national concern, will have a serious impact on California and other states.

The proposed budget would also eliminate the funding for the Excellence in Education program enacted by Congress last year in response to the public demands for educational reform. There are other programs providing Federal support for State reform efforts such as the Carl D. Perkins Scholarship Program and the Leadership in Educational Administration Program which were authorized by Congress last year but require a supplemental appropriation in order to implement them. A program which has been extremely helpful in assisting State and local agencies in initiating reform efforts has been ECIA Chapter 2. This program provides the necessary flexibility for State and local agencies to address identified needs in a way that is most effective for California. However, this program has only been level funded for FY 1986.

The fiscal support of the Federal government for reform efforts is critical if we are to meet the expectations of the public and the President for restoring excellence to our schools.

The proposed cuts in the Federal budget for public education approximate $356 million. At this point, I think it appropriate to ask the questions, "Where will the money go? Will it be used to reduce the Federal deficit? Or will it be used to fund new Administration initiatives?" It is appropriate because of the emergence of a theme from the education budget itself: a shift of Federal support from public to private education. In contrast to the terminations, reductions and freezes in public elementary and secondary education, the Administration proposed the enactment of tuition tax credits at a cost estimated by the U.S. Department of Treasury to be about $359 million in 1986, $630 million in 1987, and $887 million in 1988.

Although the stated purpose of the cuts in education is to reduce the Federal deficit, the Administration's redirection of proposed "savings" to tuition tax credits makes me question the fundamental basis for these cuts. I have no quarrel with providing an opportunity for children in private schools to participate in Federally supported programs. In fact, Congress has specifically provided for such participation in programs like Chapter 1 and Special Education. The tuition tax credits proposal, however, takes public support away from the public schools and provides it to private schools. This proposal would undermine the public education system and shift Federal funds necessary to support programs to meet the needs of special populations and other Federal priorities to the private sector.

II. EFFECTIVENESS OF ONGOING FEDERAL PROGRAMS

In order to ensure the effectiveness of new and ongoing Federal programs, it is important for the Federal government and State and local educational agencies to fulfill their respective roles. The Federal role is particularly critical in supporting programs for the special needs population; providing assistance for special needs resulting from Federal policies; providing leadership and a national impetus in the enactment of adequately funded initiatives like the Math-Science Act and the Leadership in Education Administration program; and supporting research in areas of national concern and the dissemination of such research results. The reciprocal State role is one of leadership and a state impetus to effect change based on an assessment of needs within the State, adequate fiscal support to provide assistance to ongoing programs and new initiatives, and accountability based on stated goals.

The interrelationship and the autonomy of these roles are equally important. Today, I would like to address the issue of autonomy. Over the past twenty years, we have established a wide range of Federal, State and local categorical programs to serve students with varying special needs. These programs represent a major policy accomplishment; however, the administration of the program has created problems antithetical to the intent of Congress. The complex morass of regulations, applications and monitoring should be streamlined to reduce the administrative burden and to enhance the instructional emphasis.

The Federal government contracted with Rand to study the aggregate effects of Federal education programs. Their report, issued in 1981, concluded that there were serious interference problems between categoricals and the regular program, and also among the categoricals. They identified six types of interference:

1. Interruption of regular classroom instruction hurts students who are eligible most of all, but all students are also hurt.
2. Regular instruction is simply replaced by categorical instruction: students lose as much as they gain.
3. With clashing teaching methods and incompatible materials many children are simply confused.
4. Administrative burdens on teachers and principals reduce instructional time.
5. Staff conflicts caused by program separatism undermines attempts to integrate instruction.
6. Students are segregated for large portions of the day, and this leads to segregation and tracking within schools.

Many of these interference problems can be traced to the undue influence of audit and compliance issues on program design. Instead of starting with what the student needs, an integrated, balanced program free of disruption, we have often started with what the auditor needs. This has encouraged separation of students in categorical programs from the mainstream educational experience.

Students eligible for categorical programs need the remedial instruction afforded them. However, I fear we are effectively engaging in educational supplanting of the regular program. It is important that students receiving needed remedial instruction do not miss sessions in science, history, or literature or other parts of the base curriculum. Otherwise these students will only be exposed to a limited, narrow curriculum and experience another type of educational disadvantage.

School effectiveness practices are being carefully studied at the Federal and State level. I suggest we consider an approach in Chapter 1 that will enhance school effectiveness at the same time we are addressing the needs of eligible students. Chapter 1 is an effective program, but I believe it can be more effective if we uplift the whole school at the same time we serve the eligible students. Every student benefits from going to a better school.

III. INITIATIVES IN THE 99TH CONGRESS

There are two programs requiring reauthorization during the 99th Congress that I would like to bring to your attention today: School Lunch and Child Nutrition Programs and the Higher Education Act.

The five Child Nutrition programs, which will expire September 30, 1985, are the Nutrition Education and Training Program, State Administrative Expenses, the Commodity Distribution Program, the Summer Food Service Program and the Women, Infant and Child Program. All other Child Nutrition programs have permanenet authorizations. The State Department of Education administers the first three programs: the Nutrition Education and Training Program, State Administrative Expenses and the Commodity Distribution Program. We support a four year extension of these programs.

The reauthorization of the Higher Education Act this year will provide an opportunity for elementary and secondary education. By 1991, 110,000 new elementary and secondary teachers will be needed in California alone. In the next several years, another 120,000 teachers will need retraining to keep them current with changing technology, new instructional methods and new curricular content. This need for training and retraining is a national problem and harks back to the teacher preparation crisis in the late 1950's. The solution will require a massive effort like that undertaken by the National Defense Education Act. The Higher Education Act provides a timely vehicle for addressing this problem.

Supchapter V of the Higher Education Act addresses teacher training. In the reauthorization of the Act, I suggest this Committee consider instituting a teacher training program which is responsive to both the training and retraining needs in elementary and secondary education. In order to ensure that teachers are thoroughly grounded in both content and pedagogy, the preparation of teachers should not be focused solely in the school of education, but in the entire institution of higher education. In addition, the program should provide for collaboration between institutions of higher education, state education agencies and local educational agencies to ensure a strong and sound process. If a grant program is indicated, the state education agency role should include the review and approval of any application prior to its submission.

States have responded to the need to improve the quality of education by initiating major reform efforts supported by the investment of resources. In order to implement these reforms, the training and retraining of teachers will have to be a major State and national priority in the coming year. By enacting the Mathematics and Science Act last year, Congress recognized this as a priority and undertook a leadership role. I urge this Committee to lead the way again in the coming year in the teacher preparation area.

A final area I would like to address today is the area of audit reform. During the 98th Congress, the House passed education audit reform legislation as part of the omnibus education legislation (HR 11). The audit provisions were dropped in the House-Senate conference report because members of the Senate wanted to examine the bill more closely. The bill passed by the House is designed to ensure the fairness of the review process before the Education Appeals Board and to afford procedural safeguards to both parties before the Board. This legislation is critical to California and the nation to eliminate inequitable practices and burdens in the education appeal process. I urge the passage of this audit reform legislation in the coming year.

CLOSING STATEMENT

In closing, I wish to thank you once again for this opportunity to share our observations on the Federal budget for public education and on the continuing need for Federal support of our programs.

Chairman **Hawkins**. Ms. Warner, we will try to accommodate you now.

May we express the appreciation of the committee for your having traveled a long distance such as you did in order to be with us today and we certainly value what you may say in terms of your statement.

Ms. **Warner**. Thank you, Mr. Chairman.

Thank you so very much for the opportunity of addressing this distinguished subcommittee. As the mother of six children, I hardly can forgive myself for not having had the foresight to bring peanut butter sandwiches. Just one of those things one forgets from time to time.

I had the opportunity of visiting with a number of people while the hearings were going on and you were missing your lunch. One group was a couple of people from the Migrant Education Program here in California. We are a strong migrant education State in Arizona as well. They hoped I would speak to you about the value, the benefit, and importance of migrant education in this country. I can do that with enthusiasm and, indeed, shall.

Then, Mr. Chairman, running a bit late was useful because I ran into a constituent from Arizona, a young woman who is a true entreprenuer. I know that free enterprise is cherished in this country, and we have a young woman from Occidental who not only believes that but sought me out and said,

> Ms. Warner, I am from Arizona and I have all of these petitions and all these signatures from the students and faculty of Occidental College who have many things to say to you, and it is all in here, pertaining to cutting student aid.

I never turn down a constituent—as you do not—so I agreed to present this to you, the statement plus the signatures for your perusal at a future time.

Chairman HAWKINS. Thank you. We acknowledge the acceptance of the petitions and it will be made a part of the file without objection. Thank you for conveying it to us.

[The information follows:]

Students at Occidental College Concerned
with Proposed Financial Aid Cuts
Box 413 Occidental College
Los Angeles, CA 90041

Honorable Augustus Hawkins,

Enclosed for your review are case histories of students at Occidental College who will be affected by the proposed federal cutbacks in financial aid. Also enclosed is a petition circulated at the college with the signatures of over 900 students, faculty, and staff, nearly two-thirds of Occidental College, apalled by the administration's proposal.

We are here today in hopes that our action will help further access, choice and excellence in higher education. We look forewa to this petition being just the beginning of our activity. We hope that you and your colleagues will give this matter the attention it deserves.
We submit this information to the official record of this hearing.

Sincerely,

Chris Beeson
Patrick Guthrie
Kristina Johnson
Joseph Krovoza
Mary Lou Mobley

Christoph W. Bees
Patrick Guthrie
Kristina Johnson
Joseph F. Krovoza
Mary Lou Mobley

Case Histories and Petition Regarding the Presidential Administration's Proposed Cutbacks in Federal Financial Aid

Submitted by:
The Students, Faculty and Staff
of
OCCIDENTAL COLLEGE
Los Angeles, CA 90041

To:
The Honorable Augustus Hawkins, Chairman
House of Representatives
Education and Labor Committee

February 16, 1985
County Hall of Administration
500 W. Temple
Los Angeles, CA 90041

P.O. Box 52
1600 Campus Road
Los Angeles, California 90041
February 15, 1985

To Whom It May Concern:

I am writing to convey my opposition to the recent proposal in Congress that would cut off financial aid dramatically to many current Occidental recipients. It will affect one-fourth of the current recipients because it refuses to acknowledge any particular family circumstances, with such measures as a cap limit of $4000. My concern stems from both a personal interest and as a United States citizen, who wonders how this measure could bring anything but disaster to the nation's future progress.

Currently I am in my second year at Occidental College, a strong liberal arts college, which stresses producing rational, open-minded individuals. I attend this institution knowing that I will receive a superb education, but also will graduate knowing I will be able to confidently grapple with life's daily challenges. I consider this factor particularly important, because I hope to contribute my life serving the government. Specifically, I want to represent our country in diplomatic relations with other countries. In this area, it is imperative that our country have competent individuals as representatives.

However, should it only matter to the government what I plan to do in the future. Can I not attend a college of my choice, study classes of my interest, and be exposed to many diverse cultures right now?

But this option would have been closed to me if I was not able to receive a full GSL loan plus a $4000 scholarship. Yes, my father earns more than $32,500, the limit for GSL candidates as proposed by the current bill. Unlike the current formula, the proposed bill would not take into consideration family circumstances such as: 1) there are four children in our family; 2)we have two children in private colleges right now; 3) soon, my dad will be supporting two more children through college; and 4) within the next two years my father will turn fifty-five, when he must start preparing for his retiremnet fund, and at the same time support three children in college.

I consider going to a quality institution very important. I should think, also, that the federal government considers providing every student the opportunity the chance to attend the college of his choice. Producing rational adults must be one of the government's top priorities, since the success of the country depends on capable adults.

If this proposal passes, colleges will be forced into accepting students based on their ability to make tuition payments rather than their intellectual and creativity abilities. The quality of the institutions will eventually deterioate, which will later reflect in the country's future progress. The nature of the bill is regressive, which goes against the progressive philosophy of America. More significantly, the proposal goes against America's creed: equality of opportunity for everyone.

Sincerely,
Ann L Blank
Ann L. Blank

February 15, 1982

Dear Representative Hawkins,

As a senior at Occidental College, I am deeply concerned with the student aid cuts proposed by the Reagan administration. I would not have been able to attend college, or at least not one of the same caliber as Occidental, had I been denied the financial assistance of Pell Grants and Guaranteed Student Loans.

I come from a family of seven in which all five children are in or have attended four year colleges. My father is sixty seven years old, has had open-heart surgery, and continues to work in order to pay for our education. We have all helped with finances by working through school and vacations.

These proposed cuts will drastically affect the future of students like myself and therefore the future of our country. I realize the need to reduce the Federal deficit, but in this case I feel the country will lose in the long run.

Sincerely,

Kathryn F. Sturdevant

Kathryn F. Sturdevant

Susan L. Gallardo
1600 Campus Road
Los Angeles, CA 90041

To Whom It May Concern:

I am a nineteen-year-old sophomore psychology major at Occidental College, Los Angeles, California. My parents were both born in lower-class families in east Los Angeles, but they've worked hard and now own a small auto repair business in Anaheim. Both parents work in the business, as did I until I left for college. Because my parents own the business property, I do not qualify for financial aid from Occidental, nor do I qualify for any state aid--Cal Grants, etc. As a high school senior, I expected to attend a state university, probably UCLA. I dreaded the thought of being lost among the thousands there, and dreamt of attending Occidental--a small, private college. But even with a $2,500 merit scholarship from the college, my parents simply couldn't afford it. I thought I was UCLA-bound until I found out about Guaranteed Student Loans. The extra $2,500 loan was my key to a private liberal arts education. And now, as a sophomore, I am extremely satisfied with my school, my life, and my future. Money is tight, and I'll probably have to live off campus next year to save, because my younger sister will be entering college soon too. I think it's plain to see that federal budget cuts to education funds will be disastrous to me. Losing $2,500 towards my education, and financing my sister's education will be impossible for my parents. One of us would undoubtedly lose the right to the quality education of our choice.

Sincerely,
Susan L. Gallardo
Susan L. Gallardo

Vincent Lencioni
3718 Kaibaba Avenue
Bakersfield, CA 93306

To Whom It May Concern:

At this time I would like to address my grievances with the federal administration's recently proposed changes for Federal Education programs. Before I proceed, I would like to state that, at this time, I am not speaking on behalf of any organization. However, I am President of the College Republicans at Occidental College (Jack Kemp's alma mater), I am the Eastern Los Angeles Area Director for the California College Republicans and I am one of twenty voting board members of the California College Republicans. I like to consider myself somewhat of a conservative in domestic issues; issues that I suppose would include the administration's new Federal Education Program adjustments. Never-the-less, I must say that upon hearing the proposed Federal Education changes by this administration, I readjusted my political position to that of a distinct moderate within the Republican Party.

Throughout this election year, I have defended most of the administration's actions over the last four years. I even have found some justification for what I considered the administration's weaker policies in Central America. However, I have found no way to defend or justify the administration's proposed alterations of the Guaranteed Student Loan (GSL) programs. As my father pointed out to me, a person making $32,500 sees approximately $20,000 of his oringinal salary after taxes. After house and loan payments and everyday household expenses, he/she will have to come up with another $2,500, previously covered by the GSL in addition to other college expenses, or will have to take a new loan at 14% interest rates without having the benefit of deferred interest payments. This can cause a serious and unnecessary financial strain on the family. This strain might not allow the past GSL recipient to continue his/her education, thus depriving him/her of the education he/she deserves. Americans and almost every presidential administration have recognized the sanctity of education and the great role it plays in keeping America, its people and its economy at the world's forefront. I am not convinced that this administration has recognized these fundamental principles.

The fact that eligibility for GSL's will not be adjusted for a family with more than one student in college is illogical and absurd. Such a proposal indicates pockets of naivety and ignorance in the administration that are unacceptable.

I commend this administration for its attempt to balance the budget and reduce the debt; however, by cutting 700 million dollar from educational benefits, the government is only putting a small dent in the debt and is punishing the United States itself in the long run. We have been told throughout our academic years to think of educational loans as investments that will pay themselves off one hundred-fold in the future. Cannot the administration recognize how a cut of 700 million dollars now will result in a one hundred-fold deficit in services and economic activities that these students would have provided?

My only consolation is that the administration's proposals must still pass through Congress. I believe that such a proposal would not pass without drasitic modification. Lastly, I would like to tell Secretary of Education Bennet that I have not gone on a vacation since I began college. I have worked at Christmas, during the summer, and at school without break. Additionally, I've gone to the beach a total of five times since I began school at Occidental College even though the school is only thirty minutes away from the coast.

Sincerely,

Vincent E. Lencioni

P.O.Box 854
Occidental College
Los Angeles, CA 90041

February 15, 1985

To whom it may concern:

I am writing this letter to protest the elements of the Reagan Administration's budget proposal which call for significant cuts in student financial aid. I understand that in addition to reducing Pell Grants and limiting work-study elligibility, this proposal places a parental income ceiling of $32,500 on Guaranteed Student Loans without consideration given to individual circumstances or demonstrated need. If approved, I fear these cuts will make it financially impossible for students like me to pursue any higher educational goals.

At present I am a junior at Occidental College in Los Angeles, a private institution with tuition and board costs of nearly $13,000 per year. Because my parents' income is almost $40,000 I am inelligible for any federal aid except the GSL's, yet with a brother also attending college and large outstanding medical expenses, it has been a struggle to meet the costs of my Oxy education. For three years I have received a merit scholarship of $5000 from Ralph M. Parsons Inc. Though I have been working 20 hours a week and my parents contribute what they can, I depend on the GSL to pay my tuition.

I realize that in choosing to attend Occidental rather than a state university I have accepted a much higher financial burden. Nevertheless I strongly believe that the education I am receiving here is far better than one I would get at a larger or less demanding institution. The goals I have set for myself are high, but I am confident that I will reach them if I am given the opportunity to continue my education. I am planning to pursue a career in diplomacy, and to this end I am working on a double major in philosophy and political science. I have been actively involved in a variety of social and political activities on campus while maintaining a GPA of 3.87. I have studied in Washington D.C. and interned with the District Attorney and Americans for Democratic Action. Last year I was named the Outstanding Member of the Occidental Sophomore class. I would like to go to Law School and complete a graduate degree in Political Science, but this will require some financial assistance.

Education is one of the most important investments a country can make in its people, so I believe we should not deny individuals the opportunity because of inability to pay. Thank you for your time.

Sincerely,

Jill Thompson

Jill Thompson

Kristina L. Johnson
Box 615
1600 Campus Road
Los Angeles, California 90041

15 February 1985

To whom it may concern,

I am currently a junior in good standing at Occidental College in Los Angeles, California. I am majoring in Philosophy with a minor in Diplomacy and World Affairs, and eventually would like to pursue a career in international affairs. In June of 1986, I will be the last of four children to graduate from college.

The opportunity to attend a college such as Occidental, although initially relied heavily upon my own scholastic achievements, ultimately, has rested upon financial considerations. If it were not for the level of financial aid which includes a guaranteed student loan that I recieve, I would be unable to continue my education at an institute which I feel I rightfully deserve to be attending.

The proposed budget cuts in student aid which are now being considered would undoubtedly prevent me from graduating from Occidental College in 1986 with my graduating class. Although all of my financial resources(i.e. summer earnings, school year employment) go directly towards funding my college education, the fact remains that I have a strong need for this loan. The recent separation of my parents and extensive financial losses of my father makes my contribution to the cost of my education all the more important.

I would not write this letter if I felt that there were other options available to me or if I felt as if I was abusing this aid. Unfortunately, I have no car or stereo which I can sell nor can I work more hours than allotted to me by my financial aid office. I have worked very hard, academically and fininancially to enable myself to receive the most challenging education available. These proposed cuts would mean, not only an end to my immediate goals, but an end to the hopes and goals of many students across the United States, and would deliver a severe blow to the functioning and quality of higher education in the United States.

Sincerely,

Kristina L Johnson

Kristina L. Johnson

2/16/85

To whom it may concern,

It has come to my attention that the Reagan Administration's proposed budget, now in Congress, for fiscal year 1986 contains provisions for the reduction of several forms of financial aid to students. The purpose of this letter is to register my strong opposition regarding the proposed cutbacks. Three components of the proposal concern me most: 1) the $32,500 ceiling on families income to be eligible for a Guaranteed Student Loan. 2) the $25,000 ceiling on families income regarding Pell Grants, National Direct Student Loans, and College Work Study. 3) the $4,000 cap on total federal financial aid per year.

My name is Patrick Guthrie and I am a student at Occidental College. I am involved in many activities during the school year which occupy all of my time. I played football for the school this year and we went to the Division III National Championship Playoffs. Besides playing quarterback for the team I am involved my studies as a political science major.

In order for me to continue my education here at Occidental it is very important that I have the ability to receive federal finacial aid. I am a special case in the sense that I am putting myself through school. Three years ago, while I was attending junior college, a high school friend of mine (now at UCLA) and myself established a yacht maintenance company - Pat-Rick Yacht Service. The income I receive from the business is my only source of income. Even though I have received no support from my parents for the past two years, the rules regarding eligibility for independant student status grants such independant status only if the student has not been claimed on the parent's tax retun as a dependant for the previous three years. Therefore I am responsible to pay both for the parents share and from a percentage of the businesses income. My only means to survive at the present, that is to stick around as a student next year when I will be a senior, is to be able to count on the support of federal govenment. It is my hope that in the future schools like Occidental will continue to offer educational equality for students of less than priviledged financial status. I truely believe that the high cost of an education of the type I am receiving, a liberal arts education, is well worth the money.

Respectfully,

Patrick Guthrie

2/16/85

Yvette Escarsega
1600 Campus Rd.
Los Angeles, CA

February 15, 1985

To Whom It May Concern:

The recent proposal concerning cutbacks in federal aid to college students would decisively effect many young futures, including mine. According to President Reagan, families earning over $30,000 a year or more should not be eligible to receive federal aid of any sort to help in tuition and boarding expenses. Judging on a strictly financial basis, however, presents many inequalities. Among these inequalities is the neglect to take into consideration a certain family's personal situation. Although their income annually may be a few dollars above the national average, the family's medical bills, number of dependent children, and number of older children already in college is indeed a heavy factor in determining a certain students actual need for assistance.

For example, my father earns annually more than the proposed national average for middle to lower middle class families. The amount of doctor bills he must pay for an unavoidable family crisis, coupled with my older brother's tuition bills of $1, 500 per semester, sharply limits the amount of tuition my father can provide for my education. As a first year student at Occidental College in my second quarter, I have already learned and begun to understand a great deal about the world around me. Living in the college dormitories, a requirement for all Occidental freshmen, has provided me with a larger sense of community and many new friendships that I will cherish forever. Unfortunately, if the President succeeds in passing his proposed cuts I will no longer be able to afford dormitory life, and quite possibly, I will no longer be able to afford an Occidental education. Please understand my dilemma, for it is the dilemma of many students here at Occidental College, and try to negotiate an alternate solution to the present federal budget crisis.

Thank You.,

We, the undersigned members of the Occidental College Community, would like to officially register our strong opposition to the current administration's proposed cutbacks in student financial aid.

The Occidental Community will be adversely affected. One out of four Occidental students will face even greater obstacles in their pursuit of higher education. While we believe in fiscal responsibility, we are appalled that federal policy has moved away from needs analysis by proposing:

> (1) a $4,000 cap will be placed on total federal aid receivable regardless of the student's family circumstances;
> (2) a $25,000 family income ceiling on Pell Grants, Student Educational Opportunity Grants, National Direct Student Loans, and College Work-Study employment; and
> (3) a $32,500 family income ceiling for students in need of Guaranteed Student Loans.

At Occidental College we have a strong commitment to providing equal access to quality education. We strive for a society in which mobility is determined by potential and not financial status. Sixty-five percent of the students at Occidental College rely upon financial aid. Forty percent of these students would be adversely affected by the proposed federal aid cuts. We respectfully request your most sincere attention to the pressing and far reaching consequences of these proposals.

SIGNATURE, DATE	NAME	PERMANENT ADDRESS
	Christopher W. Beeson	402 E. Port Au Prince, Phoenix AZ 85022
Mary Louise Mobley	Mary Louise Mobley	5615 N Saguaro Rd. Paradise Valley, AZ 85253
Wellington Chan	Wellington K. Chan	1770 Homet Rd San Marino, Ca 91108
	DANIEL D FINEMAN	5251 DAHLIA DR, L.A. CA. 90041
	Richard Berg	English Dept. Occidental College 90041
Mary Morey	MARY MOREY	5011 GLEN IRIS AVE 90041
2/17/84	Beverly [illegible]	2660 [illegible] Dr La Habra Ca 90631
David Danelski	David J. Danelski	1582 Campus Rd, Los Angeles CA 90041

Leanne Hudson 4/13/85	Leanne Hudson	14734 Sutton St. S.O. CA 91403
Jaclyn Rodriguez-Schaefer 4/13/85	JACLYN RODRIGUEZ-SCHAEFER	1633 Campus Rd, LA 90041
Irwin Mahler 2/13/85	IRWIN MAHLER	3100 SPARR BLVD. GLENDALE, CA 91208
Luther B. Jennings	Luther B. Jennings	1776 Loma Alta Dr Altad. 91001
Marta Brown	MARTA BROWN	850 Cumberland Rd, Glendale 91202
Anne Schell	ANNE SCHELL	1245 N. MICHIGAN, PASADENA, CA 91104
C. Scott Littleton 4/13/85	C. SCOTT LITTLETON	1600 La Loma Rd., Pasadena, CA 91105
Ann R. Manning	ANN R. MANNING	2328 FAIR PARK AV LA CA 90041
Lael Williams 4/15	LAEL WILLIAMS	2021 1st Ave #A-4 Seattle WA 98121
M.L. Ruiz	Mary Lou Ruiz	811 Chestnut Ave, L.G. Ca
A. Steuer	Axel Steuer	1950 E Mountain, Pasadena, Cal.
John M. Trotta	JOHN M. TROTTA	4823 STRATFORD LA.
Christopher Renegar	CHRISTOPHER RENEGAR	350 S. CALIFORNIA ST., BURBANK 91505
Susan Grayson	Susan B. Grayson	527 - 20th Street, Santa Monica, CA 90402
Joan M. Kostove	JOAN M. KOSTOVE	1468 N. CHESTER, PASADENA, CA 91104
Enrique Rivers-Schafer	ENRIQUE RIVERS-SCHAFER	Languages Occidental College, LA, Ca. 90041
Darlene Tarin	DARLENE TARIN	4736 Vincent Ave. LA 90041
Erich A. Frey	ERICH A. FREY	170 Sequoia Dr., Pasadena, CA 91105
Methode A. Butoyi	METHODE A. BUTOYI	Languages Occidental College; L.A. Ca 90041
[illegible]	[illegible]	1727 Campus Rd LA 90041.
Peter E. Sitheim	PETER E. SITHEIM	5146 ALMADEN DRIVE LA CA 90042
Leslie L. Cseas 4/13/85	Leslie L Cseas	1526 N Avenue 47, LA 90042
Garrett Soden	GARRETT SODEN	129 S. PRIMROSE, ALHAMBRA CA 91801

[+ 40 more pages]

Ms. **Warner**. Thank you, Mr. Chairman.

I believe most everything that ought to be said was said, Mr. Chairman, in your press release. It is as clear and as clean an analysis of the situation that faces us concerning the funding of what is important in this country as I have seen.

Indeed, and in fact, Mr. Chairman, if we all support military security and economic stability in this country, then it is treasonous to cut support of public education.

One of the distinguished members of the subcommittee said the expendables in our society have already been determined—and I would like to add a footnote to that: and they are the only element of our society that are not expendables.

The only thing that we have in short supply is the human being, and my preacher tells me—and I suspect it is true—that the mortality rate is still running 100 percent.

That being the case, and I would never challenge my preacher, the only thing that is not expendable are the people that are in our schools today that are going to replace us and the only true stewardship responsibility any of us ought to have is to see that those who come after us have the opportunities that we have had plus some more.

Mr. Chairman, Mr. Honig, the superintendent in California, brought me to the point of my testimony today which is prepared testimony and you have it and you may read it if you care to. He brought to a point the fact that all of us need to think about, but he brought it into dollars and cents.

When we talk about a freeze, that means that something has stabilized—but you and I know that anything that is frozen, at some point generally melts. I see this proposed freeze of education with the inflation factor a reality as a meltdown and almost all the significance of a meltdown in some kind of a powerplant because the only power we have in our country and our plant is our young people and the way we empower them, energize them, is through public education.

Dr. Honig raised the point of a freeze and indicated that the sum that would apparently be diverted to tuition tax credits is somewhere in the vicinity of $350 million and that is taken away from public education apparently and placed in the tuition tax credit basket.

Mr. Chairman, I am unalterably opposed to tuition tax credits as another form of treasonous activity in this country that cannot be allowed to be submitted to Congress without a strong request that you oppose it, resist it, fight it, to the end of the line.

Mr. **Dymally**. How about kill it?

Ms. **Warner**. Better yet, Mr. Honorable Congressman, I like what you say.

I am not a lawyer but I believe tuition tax credits from the legal standpoint are unconstitutional, point No. 1. The Minnesota case notwithstanding. I do not attack tuition tax credits from an economic basis.

I am not an economist, thank the good Lord, I am not. Although I believe tuition tax credits are economically unwise, unacceptable, and should not be authorized. I am a business person. I am not an educator. Yet, I think education is the most important thing we do in this country for your children, all of our children, and as a business person and as an elected official as the superintendent of education in my little State of Arizona, and from many years of dealing with—occasionally doing battle with—the Federal Government, the Federal courts, the Federal bureaucracy, it is my belief that tuition tax credits will be the kiss of death of quality private and parochial education in the United States of America.

I am not talking about public schools, I am simply talking about private and parochial schools because you and I know that the moment that tuition tax credit becomes a reality in the United States, on every street corner there will be a new school house opening. There will be a Klu Klux Klan school, a John Birch school, a Falwell Academy, an Armageddon school, every ilk, every persuasion, whether we believe in it or not.

We are a nation of laws and that is why you are who you are and do what you do and that is why we have that triparthied system. You make the laws, the administration implements them and the judicial system makes sure they are carried out.

So we have to be fair to one and all. You open all of these schools in this land, everywhere, to that treatment. Before long the Federal Government or some branch—probably Congress—will ask IRS to go see what is going on in that school; "I hear they are building bombs in that school; I hear they are teaching terrorism here; I hear they are balkanizing America here, saying we are the elite and nobody else is."

You won't like that so you will dispatch someone to go out and look at those schools and examine what is going on there and if it is indeed education taking place because you are diverting tax dollars and therefore it becomes your responsibility, all of our responsibility.

Well, once you do that, they are going to go out and say, yes, all those things are happening, and America is being balkanized instead of being pulled together, all these persuasions and ideologies are proselytizing the children that come to schools and instead of building America together we are by our own action dividing her.

Furthermore, the IRS people or the Justice Department or whomever you send will come back to you and say not only are we balkanizing America, but there is no education going on in that school, there is just propaganda.

My concern, then, is that you are going to come back and you are going to in good conscience say, "Well, then, at least one thing we can be certain of and one thing we can do and that is dictate at least a minimal level of eduation, a minimal curriculum that has to take place in each of the street corner schools.

"Of course, they can go ahead and approach their religion, and of course approach their anarchy or whatever it is they are teaching, we can't stop that because we are a land of free speech, freedom of worship, but we can at least dictate a basic curriculum," and, voila, we have one full circle toward a totalitarianistic society or the possiblity of it, and we have created a Federal system of eduation.

I think that is absolutely intolerable and I think it is surely by any course of logic the probability as an outcome of tuition tax credit.

Mr. Chairman, it is obvious that I believe in private and parochial schools. I believe that this is a free country because it is a land of choice—we may choose.

Once you eliminate choice *and* you have an amorphous system of mediocrity, you have impoverished the public schools and have taken control at the Federal level of the private and parochial schools. We have accomplished nothing, but we have indeed brought the whole system down.

I believe it will lead to a form of elitism that we cannot tolerate, that we cannot support, and that it will divide us on every issue.

So I would plead with you as a mother of six children, as a grandmother of seven, with two on the way, as a business person, as an elected public official, and as the superintendent of education in the State of Arizona—and I believe a spokesperson for most of the State superintendents and commissioners of education in this land—that all of the things you have heard today are vitally important pertaining to the budget, pertaining to the deficit, pertaining to the importance of education, pertaining to the effects of a continuation of the reduction or diminution of dollars for education. All that is true, and it would be only redundant for me to say all of that again.

So I would ask you to focus, if you will, at least your hearts, if not your heads, on stopping tuition tax credits so that we can begin to focus on the things we ought to do for the children, that we ought to be searching because that is our stewardship responsibility.

Mr. Chairman, I fear this is not the careful thoughtful statistic written testimony you are accustomed to, that it is perhaps not as erudite as it ought to be, perhaps more general than it ought to be and less specific than it should be, but since this administration has refused to accept the first defeat I would like to at least fire the first round in this second battle.

Chairman HAWKINS. Madam Superintendent, it certainly is not what we usually hear, but it is much better.

I know that you have a time problem, but let me see if there is a very urgent question.

Mr. GOODLING. I have a question, yes.

Chairman HAWKINS. Mr. Goodling.

Ms. WARNER. I am at your disposal. I will be here as long as you wish.

Mr. GOODLING. I don't have an urgent question. I do want to be sure you understand that you are leading a battle for the third defeat, not the second defeat.

Ms. WARNER. Really.

Mr. GOODLING. Some people might think that this President got his whole idea of tuition tax credits from the other side of the aisle back in 1978 at which time I was a very lonely person because in the State of Pennsylvania alone we had 25 Congressmen and I was one of two that voted against tuition tax credits in 1978.

Fortunately the House and the Senate got to fighting and, even though we passed the bill overwhelmingly in the House of Representatives—and it would be in effect now had not the Senate and House Conferees gotten to a fight over the extension of tuition tax credits to postsecondary education.

Second, I would say, I believe you must have heard some of those speeches I gave on the floor in 1978, because I said exactly what you said over and over again. But they didn't pay any attention to me. Now, I think tuition tax credits are something you have to talk about because you make a commitment, but everybody believes that they won't go anyplace.

Ms. WARNER. God bless you.

Chairman HAWKINS. We can assure Mr. Goodling, if he wants to plead the battle, very much support on this committee to follow him.

Mr. GOODLING. That will be a pleasant surprise after 1978.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Well, again I want to thank the superintendent for her testimony. I have heard you speak before and you can never go unnoticed when you speak. It was very, very good. I also would tell Mr. Goodling that as we have friends of education on both sides of the aisle, we have problems on both sides of the aisle, also.

Thank you very much for your testimony.

Ms. WARNER. Thank you.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. No questions, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. No questions. I am going to study this testimony.

Chairman HAWKINS. Mr. Dymally.

Mr. DYMALLY. I think Gus would say it's OK with him if she stays in Arizona, much too forceful to come to California.

Chairman HAWKINS. The Chair would certainly like to commend you for your excellent testimony. While it did not have specifics, it certainly had a lot of thought in it and it certainly, I think, inspired all of us.

If we were not in opposition to tuition tax credits before, I am sure we have been convinced now.

Ms. WARNER. Thank you, Mr. Chairman.

Chairman HAWKINS. I think it is a part of the reform package or the President's message that has not been given too much attention. We have seemed to have said it is such a crazy idea we won't even debate it, but I think you reassured us that you cannot overlook any item that may seem rather politically impractical at this time, but who knows that it may rear its ugly head at some future time.

I think you certainly brought that to the attention of this committee, and we are deeply appreciative.

Ms. WARNER. Mr. Hawkins, Mr. Chairman, thank you.

Chairman HAWKINS. To accommodate your time we know that you must leave. Thank you. Thank you very kindly.

Mr. GOODLING. We will keep being advocates for the migrant education matter, too.

Ms. WARNER. Thank you.

[Prepared statement of Carolyn Warner follows:]

PREPARED STATEMENT OF CAROLYN WARNER, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF ARIZONA

Mr. Chairman, members of this distinguished Subcommittee, I appreciate this opportunity to testify before you, I appreciate your willingness to seek out information and comments from persons involved in the leadership of public education at the state level.

Mr. Chairman, your invitation to present testimony today was sufficiently open-ended to allow me to raise with you a matter of grave concern impacting upon the very health of not only our nation's public school system, but of our private academic and parochial school systems as well. The issue, Mr. Chairman and members of the Subcommittee, is that of Tuition Tax Credits. Since the Administration has once again put the Tuition Tax Credit issue on its priority agenda, I would like to take this opportunity to fire perhaps the first shot in the second round of the battle against the concept.

I do so, Mr. Chairman, not from a legalistic standpoint, although I firmly believe Tuition Tax Credits to be unconstitutional—the Minnesota case notwithstanding. i also do not attack Tuition Tax Credits from an economic base, although I believe they are economically unwise. I am neither a constitutional lawyer nor an economist. I am a business person who serves as an elected chief state school officer. And from this perspective, and from many years of observing, dealing with, and occasionally doing battle with, the federal government, the federal courts, and the federal bureaucracy, it is my belief that Tuition Tax Credits will be the kiss of death for quality private education in America. Note, Mr. Chairman, I said private education, not public education. May I tell you why?

Should Congress, in its wisdom, adopt the Tuition Tax Credit legislation proposed by the Administration, in its unwisdom, I believe the following scenario will unfold:

We will see, first of all, an incredible proliferation of nonpublic schools. Enrollment in our already-existing parochial schools will probably increase, and there will be some growth in private academic schools. But the real growth will occur in the type of schools that have heretofore been on the fringes of nonpublic education—those schools that specialize in allowing parents to withdraw their children from something or somebody, from other races, other faiths, other social or economic levels, other political persuasions, or other personal inclinations. There are a few of them now, but they are merely the "first growth" of what will follow if Tuition Tax Credits are enacted. What is different is that these anti-mainstream schools will now become fully legitimate, ordained by the Congress and the tax code, and they will be the schools of every religious, political, and social extremist group in the country. There will be schools of and for every conceivable political or religious persuasion, and there will be little we can do about it. They will be, Mr. Chairman, schools supported by federal tax relief for patrons and, in most states, beyond any oversight except health or incorporation requirements. And they will commence the unraveling of American society.

Scene two of this scenario will take place a few years later after the tax credits have reached their full implementation. We can then project that concerns will arise over just what sort of "education" some of these schools might be offering. It would be naive to expect ideologists whose current activities are not exactly in the mainstream of American life to conduct their schools any differently. Since state education officials will be essentially powerless to do anything about them, any corrective measures would have to occur at the federal level.

Who would do the "fixing" in Washington? Congress, Mr. Chairman, might instruct the Internal Revenue Service to look into the tax credit status of certain of these schools. Since they would have already received IRS code numbers for taxpayer crediting purposes, the IRS could begin immediately to investigate problems and Congress could consider revoking the tax credit status of the offending schools.

Would this be enough? Not likely. After all, education oversight remains a very important concern of the federal government. Would it not be predictable in our scenario, scene three, for Congress to also instruct whatever federal agency which at that time deals with education to examine ways to standardize the curricula of schools receiving tax credit pupils, so that the "consumer" could be guaranteed? Keeping in mind the penchant for orderliness in the federal bureaucracy, it would be logical for the established parochial and academic private schools to be required to meet this uniform standard. After all Tuition Tax Credits are tuition tax credits. Nonpublic schools are nonpublic schools, and the IRS, or your Committee, Mr. Chairman, can't spend its time individually evaluating every eligible school for appropriate academic standing. A national minimal core curricula might be the only acceptable answer.

Scene four might run roughly parallel to scene three. How does the religious-sponsored tax credit school deal with the handicapped student whose parents wish to place their child with his co-religionists? How does the tax credit school deal with the disruptive student whose parents do not subscribe to the same conduct requirements as the school? What are the rights of parents who pay taxes, receive tax credits, and support private schools with tax dollars credited to them by the federal government? Is it not logical for an aggrieved parent to seek redress in the only logical place—the federal courts? I am sure you would agree, Mr. Chairman, that regardless of this or any scenario, and regardless of any national administration, we can expect the Internal Revenue Service and the federal bureaucracy and judiciary to continue to exist, continue to wield power, and continue to take an active role in the implementation of national policy. Could we not expect these entities to act as they have always acted in attempting to redress grievances that are brought to them?

When scene five occurs depends upon the rapidity of the problems noted in scene two and responded to in scenes three and four. In scene five, the day comes when those who originally supported Tuition Tax Credits recognize that, in so doing, they have created a dual system of education. When that day comes we will have an educational system in which one set of schools has been financially pauperized by withdrawal of federal assistance, the other set of schools has been intellectually pauperized because of federal assistance, and America has been educationally "Balkanized". The scenario will bring what most Americans, and most members of Congress, have fought so hard against—a federal system in which all schools, public and nonpublic, are subject to the same judicial requirements and to the same prescribed curricula. We will not have quality public schools and we will not have quality nonpublic schools—just one, great, amorphous mediocrity. We will have killed, in the name of kindness, both educational systems, public and private.

In opposing Tuition Tax Credits before this Committee, Mr. Chairman, I realize that I am, as it were, "preaching to the choir". However, I believe the issue to be of such importance that I cannot, in good conscience, pass up this opportunity to send an early warning signal to you, and to all others concerned about quality public and private education in America, about the dangers inherent in this legislation.

I urge the Subcommittee, and the full Committee, to remain steadfast in its opposition to this ill-considered and harmful notion, and to devote its full resources and considerable talents to working with both educators and private citizens in building stronger schools and creating greater educational opportunities for all American children.

Mr. Chairman, members of the Subcommittee, thank you for the honor of appearing before you today.

Chairman HAWKINS. Mrs. Walters, we are delighted to have you. You have been very patient. You sat through all of the hearing today and we didn't see any complaint registered by you, no frown on the face.

Mrs. WALTERS. No.

Chairman HAWKINS. We are delighted to have you here. You may proceed to give us your statement.

Mrs. WALTERS. Thank you, Mr. Chairman and members.

I really have learned today. I have enjoyed sitting here and I have learned something from each of the speakers and it was a pleasure for me to hear Ms. Warner. It was my first opportunity to do so even though her reputation surely preceded her.

I want to take just a moment to welcome the committee to Los Angeles and invite you to stay through the weekend and enjoy our lovely weather.

I also would like to express, Mr. Chairman, a thank you to your staff, to Mr. Smith, and Mr. Jennings, and Ms. Benson for the great way in which they have gone about communicating to persons and inviting persons to testify and making us all as comfortable as possible.

Congressman Hawkins and members of the committee, I am Rita Walters, member of the Los Angeles Unified School District Board of Education.

I am most grateful for this invitation to appear before you to present testimony to the Subcommittee on Elementary, Secondary, and Vocational Education on the effects of Federal budgetary practices on local educational programs.

Congressman Hawkins, you are to be congratulated for your leadership in bringing this topic to the attention of the American people, to the attention of the Congress of the United States, and to the attention of the Federal administration.

As a member of the governing body of the Nation's second largest school system, I believe it imperative to spotlight and bring to the attention of the entire Nation the record of the present administration, with respect to its neglect of public education. You are doing that.

But, of course, we in Los Angeles know of, and are accustomed to, your outstanding leadership. We are extremely proud of your demonstrated dedication to people and principle, your exemplary service to your country and to your constituents, and your long and historic legislative record and your chairmanship of this committee.

To the other members of the committee please know that Congressman Hawkins is a virtual institution here and a very beloved one at that. We are also proud of our own Congressman Dymally, and the work and record that he has made at the State and national levels.

Two years ago the President's own National Commission on Excellence in Education published its report card on education in America entitled "A Nation At Risk: The Imperative for Educational Reform."

I submit to you, Congressman Hawkins, if one looks at the record of the Reagan administration one could conclude that this act of unthinking unilateral educational disarmament had been personally led by the President. This is surely the case with respect to Federal funding relative to the Nation's urban school districts.

In my capacity as a member of the Los Angeles Board of Education, I serve as a representative of that body to the board of directors of the Council of the Great City Schools. This council is composed of 35 major urban school systems in the Nation. Combined, they serve approximately 4.2 million students or 11 percent of the Nation's public school enrollment.

Approximately 32 percent of the Nation's black children, 27 percent of the Hispanic children and 21 percent of the Asian children are enrolled in these 35 systems. Almost one-third of these children are in families which receive public assistance and nearly 75 percent of them are minorities.

At the council's most recent national conference, a position paper was developed entitled "Federal Education Budget Policy, 1980-1984: Effects on the Great City Schools." I have a copy of that report with me and I seek the privilege of requesting that it be included in the record of proceedings of this hearing.

Chairman **Hawkins**. Without objection the document will be inserted in the record following the remarks of Mrs. Walters.

Mrs. **Walters**. Thank you, Mr. Chairman.

I quote from its introduction:

> When the American populace chose Ronald Reagan as its President in 1980, the country began its most controversial experiment with its domestic policies since the war on poverty. Nowhere was this experiment more evident than in the area of education, an arena where the Federal Government has been substantially involved since the passage of the Elementary and Secondary Education Act in 1965.

"The Administration set a legislative agenda that included at its outset large budget cuts, major program consolidations, educational vouchers, tuition tax credits, regulatory simplification. Nowhere did these proposals converge more dramatically than in our innercity public schools, for it is in these systems where the federal presence in education has been most felt historically and where the federal role is most evident.

The results of that experimentation, not yet fully understood, will not only have profound effects on the cities but a disproportionately large impact on a nation whose citizens are growing older and whose future workers will be increasingly black, hispanic and female.

Historically, the Federal administration and Congress have focused the majority of Federal education dollars so as to benefit children who are poor, handicapped, or of limited English proficiency. One would conclude, given that most of the Nation's poor, handicapped, or limited-English-speaking children live in our large cities, that this is one area where the least amount of cutting would take place when budgets are reduced. Exactly the reverse has been true.

Consider the following: When the Reagan administration came into office in January 1981, total Federal support for elementary and secondary education was slightly in excess of $7 billion. Had that same level of support continued to the present, today's total, adjusted for inflation, would now be at $10.9 billion.

Instead, it is $7.4 billion, virtually the same level of 4 years ago, representing a loss in real dollars of $3.5 billion. However, if the initial Reagan plan for education had been followed, elementary and secondary education support from the Federal Government would have been cut in half, the result of which would have been a current funding level of only $3.2 billion.

That is the total overall picture. Now for a look at what has happened to support for urban schools.

In fiscal year 1980–81, allocations from all Federal agencies to the 35 largest school districts totaled $1.7 billion. In 1984–85, it has decreased to $1.6 billion.

In this 4-year period, Federal support for the 35 urban districts was reduced by 2.1 percent. For programs funded through the Department of Education, support for the 35 districts has been reduced by 5.2 percent.

To put it in perspective, the policies of the Reagan administration, as enacted into law, have resulted in an inflation-adjusted decline in funding for education, between the fiscal years of 1980 and 1984, of 25.9 percent per child attending the Nation's urban schools. What is more, had the Congress accepted all of the administration's budget policies with respect to education, Federal allocations in 1984 would have been only $87 for each inner-city child, nearly 63 percent below the 1980 level of $233 per child. The current expenditure of $173 per child is twice the amount the President preferred.

A review of Federal Government funding practices, since the Reagan adminstration came into office, shows that the greatest single negative impact on urban schools occurred as a result of changes mandated by the enactment of the Omnibus Budget Reconciliation Act of 1981, which consolidated approximately 30 education programs and lowered spending ceilings on most others.

In 1980, for example, urban school districts' funding from various programs consolidated in the aforementioned Omnibus Budget Act—now known as Chapter 2—totaled $152.4 million. By 1984, it declined to $58.8 million, a 61.4-percent decrease. By contrast, the decline for all school districts nationally was 39.3 percent over the same period.

In short, the arrival of the administration's block grant funding approach resulted in the cities absorbing nearly three-fourths of the cuts made. This did two things: it not only protected nonurban school districts from budget reductions, but in some cases, it subsidized the dollar increases that most nonurban school districts received.

I should also remind you that the Omnibus Reconciliation Act changed the system of distributing block grant funds. From a "needs" basis, distribution was changed to a per capita basis. This increased the amount of funding made available to private schools located in urban districts.

Prior to the change, approximately 5 percent of Federal funds reaching urban educational agencies went to private schools. Now over 15 percent of Chapter 2 funds to the cities is spent on private schools, and in cities where such enrollments are large, the share to private schools can exceed 25 percent.

The picture is equally grim for other forms of Federal support for education. For example, Chapter I programs were adversely affected in several ways: First, cuts in the basic program hit hardest in urban schools because most of the funds are spent there. Elimination of the concentration grants removed a buffer against cuts because these grants were highly targeted serving areas of severe poverty. Inflation rates in large cities continued to increase, reaching higher levels than the rest of the country. Changes in the data base for distribution of funds from the 1970 census to the 1980 census, resulted in considerable loss of funding for many urban districts. Urban districts' allocation of impact aid has decreased from $59.8 million in 1980 to $18.9 million this year, a reduction of 68.3 percent.

Other reductions for urban schools, between fiscal year 1980 and fiscal year 1984 include 22.1 percent for bilingual education, 18.8 percent for Indian education, 70.8 percent for Follow Through, 100 percent in civil rights grants, and 86.9 percent in job training programs funded through the Department of Labor.

In our Los Angeles Unified School District with its approximately 566,000 kindergarten to 12th-grade students, 80 percent of whom are either black, Hispanic, Asian, or other minority, examples of the effects of these actions are listed in my statement.

As an example, though, the Chapter I per pupil support for 1984-85 compared to 1981-82 has increased by 6.6 percent. Had the amount been adjusted for inflation, it would have been increased by 27 percent, a reduction in real terms of more than 20 percent per child.

When we consider the number of students served by Chapter I programs in this district is approximately 215,000, we are not sending a message that says: "Your Government truly wants you to have an outstanding instructional program."

Our superintendent has spoken to you of the effect on the school lunch program. We have 311,000 students who are eligible, now we are faced with the prospect of raising the prices on those lunches. Here in Los Angeles where more than 80 languages other than English are spoken, the currently proposed budget would reduce by approximately $3 million the programs for immigrant education, refugee children, and Indochinese vocational programs.

Our estimates of Mr. Reagan's proposed education budget for fiscal year 1986 indicate that even the meager amount of money available for women's equity will be completely eliminated—$31,368. Although the dollar is small, the message is symbolic.

In Los Angeles, we currently serve 46,500 handicapped children, the message is: "Don't worry, programs for handicapped students are not being cut, they are just being frozen." A freeze is a cut.

Are we talking about programs to serve students who have handicaps, or are we talking about a process to handicap students?

Further, in Los Angeles with large numbers of students dropping out of school, with gang affiliations prevalent, with 100,000 students in grossly overcrowded schools, there is no indication of administration sensitivity to, or inclination to, constructively address the problem.

In summary, our analysis has resulted in some general findings. The data show clearly that Federal support for urban schools is significantly lower now than when the Reagan administration took office.

Over the last 4 years, the Federal Government has retargeted its dollars away from innercity schools, and has given higher priority to nonurban public schools and to private schools. Federal cutbacks to urban schools have only been partially offset by local or State spending, or by an improved inflation rate.

Programs to enhance urban desegregation, poor at best, have been seriously curtailed. Inschool job training programs have suffered a similar fate.

Congressman Hawkins and members of this committee, enough is enough. It is time to stop this attack on poor and disenfranchised youth.

The harsh reality is that the administration has been very adept at uncovering and manipulating educational symbols, such as prayer in schools, but extremely clumsy at meeting or recognizing the historic Federal role in urban schools. That Federal role in city schools has traditionally assured opportunities and access for those most in need. The administration has failed to understand that this role enhances, not conflicts, with local and State operation and responsibility for education. In its attempts to dismantle Federal involvement in public education, the administration has lessened and weakened those opportunities for equity and justice in our schools.

The most damaging aspect of the Federal Government's experimentation with education over the last 4 years involves the basic unfairness of the effects. These effects only serve to intensify the separate and unequal society portended by the Kerner Commission in the late 1960's.

Ironically, it will be the increasing numbers of limited English proficient and racial minorities now being educated in our cities to whom the Nation will turn, as the population ages, to support its economy, defend its borders, and fund its Social Security system. It is unclear whether these children will be ready to meet that challenge.

If not, history may record that the last 4 years was the point where progress stopped, where the future died. The Council of the Great City Schools' report lists a number of recommendations urging both the administration and the Congress to redouble their commitment to the cities and their schools.

I won't take the time to mention any. They are in my statement that you have made a part of the record.

I would like to take a moment to share with you my personal list of recommendations to this panel and say that they would include a plea for increased funding for Federal education programs that are targeted for urban areas and that will improve educational access for black, Hispanic, handicapped and female youth, including aid for chapter 1, ECIA, chapter 1 concentration grants, bilingual education, Public Law 94-142, impact aid, low-rent housing, and followthrough; a moratorium on all future budget cuts and freezes in education programs; the development of Federal youth employment legislation to provide inschool training programs and an increase in funding for the newly retargeted Vocational Education Act; a new program under the Higher Education Act that will work to encourage the application of poor and minority youth to postsecondary institutions; a new Federal program to provide funds for the repair and renovation of aging urban school buildings, including the containment of hazardous asbestos; administration support for ensuring that chapter 2 block grant funds are targeted within States to high need urban schools; continued congressional funding for the Federal Math and Science Education Program; the development of Federal early childhood legislation, the funding of Federal school day care programs, and the design of urban secondary school improvement legislation, and the development of a Federal urban education policy and program of financial technical assistance to urban school districts.

Congressman Hawkins and members of the committee, my personal list of recommendations would include a plea for: No further block granting of federally supported education programs; Federal assistance with dropout prevention programs and strategies; assistance with positive drug diversion programs; assistance with developing and implementing program alternatives to youth participation in gangs and gang related activities.

All of these sum to jobs and more jobs, the need for employment opportunities for youth and adults. I know that you have long recognized the problem—witness your landmark Humphrey-Hawkins bill. The critical need is for this administration and the full Congress to so recognize and then act accordingly.

President Reagan appears to be saying to the poor in our cities to pray and to the wealthy in our cities that, we will provide you with dollars.

This ends my presentation, and I will be very pleased to respond to questions.

[Prepared statement of Rita Walters follows:]

PREPARED STATEMENT OF RITA WALTERS, MEMBER, LOS ANGELES CITY BOARD OF EDUCATION, LOS ANGELES, CA

Congressman Hawkins and Members of the Committee, I am Rita Walters, Member Los Angeles Unified School District Board of Education. I am most grateful for this invitation to appear before you to present testimony to the Subcommittee on Elementary, Secondary and Vocational Education on the effects of federal budgetary practices on local educational programs.

Congressman Hawkins, you are to be congratulated for your leadership in bringing this topic to the attention of the American people, to the attention of the Congress of the United States, and to the attention of the Federal Administration. As a member of the governing body of the nation's second largest school system, I believe it imperative to spotlight and bring to the attention of the entire nation the record of the present administration, with respect to its neglect of public education. You are doing that. But, of course, we in Los Angeles know of, and are accustomed to, your outstanding leadership. We are extremely proud of your demonstrated dedication to people and principle, your exemplary service to your country and to your constituents, and your long and historic legislative record. To the other members of the committee please know Congressman Hawkins is a virtual institution here and a very beloved one at that.

Two years ago the President's own National Commission on Excellence in Education published its report card on education in America entitled "A Nation At Risk: The Imperative for Educational Reform."

By now we are all familiar with its widely publicized finding "that the educational foundation of our society is presently being eroded by a rising tide of mediocrity that threatens our very future as a nation and a people."

We know it went on to state: "If an unfriendly foreign power had attempted to impose on America the mediocre educational performances that exist today, we might well have viewed it as an act of war. As it stands, we have allowed this to happen to ourselves . . . we have, in effect, been committing an act of unthinking, unilateral educational disarmament."

Congressman Hawkins, I submit to you that if one looks at the record of the Reagan administration since it came into power four years ago, one could conclude that this act of "unthinking, unilateral educational disarmament" has been led personally by the President. This surely is the case with respect to federal funding relative to the nation's urban school districts.

In my capacity as a member of the Los Angeles Board of Education I serve as a representative of that body to the Board of Directors of the Council of the Great City Schools. This council is composed of 35 major urban school systems in the nation. Combined, they serve approximately 4.2 million students or 11% of the nation's public school enrollment.

Approximately 32% of the nation's Black children, 27% of the Hispanic children and 21% of the Asian children are enrolled in these 35 systems. Almost 1/3 of these children are in families which receive public assistance and nearly 75% them are minorities.

At the Council's most recent national conference, a position paper was developed entitled: "Federal Education Budget Policy, 1980–84: Effects on the Great City Schools." I have a copy of that report with me, and I seek the privilege of requesting that it be included in the record of proceedings of this hearing. I quote from its introduction:

"When the American populace chose Ronald Reagan as its President in 1980, the country began its most controversial experiment with its domestic policies since the war on poverty. Nowhere was this experiment more evident than in the area of education, an arena where the federal government had been substantially involved since the passage of the Elementary and Secondary Education Act in 1965. The Administration has been enormously successful in challenging fundamental assumptions about how the federal government treats education and at least partially successful in creating a new set of educational priorities . . .

"The Administration set a legislative agenda that included at its outset large budget cuts, major program consolidations, educational vouchers, tuition tax credits, regulatory simplification . . . Nowhere did these proposals converge more dramatically than in our inner-city public schools, for it is in these systems where the federal presence in education has been most felt historically and where the federal role is most evident . . .

"The results of that experimentation, not yet fully understood, will not only have profound effects on the cities but a disproportionately large impact on a nation whose citizens are growing older and whose future workers will be increasingly Black, Hispanic and female."

The net effect of the actions of the Reagan administration since 1980, with respect to the nation's urban school systems, has been two-fold. The first result is generally well known—a reduction in the overall levels of funding which, when adjusted for the impact of inflation, results in substantial decreases in funding levels.

The second effect is not as well known, but it has had a dramatic negative impact on school districts serving the nation's urban youth. The Reagan administration policies have resulted in a change in the distribution of allocated funds in virtually every program, causing major reductions in funding levels for school systems in larger cities.

Historically, the Federal Administration and Congress have focused the majority of federal education dollars so as to benefit children who are poor, handicapped or of limited English proficiency. One would conclude, given that most of the nation's poor, handicapped, or limited English speaking children live in our large cities, that this is one area where the least amount of cutting would take place when budgets are reduced. Exactly the reverse has been true.

Consider the following:

When the Reagan administration came into office in January 1981, total federal support for elementary and secondary education was slightly in excess of $7 billion. Had that same level of support continued to the present, today's total—adjusted for inflation—would now be at $10.9 billion. Instead, it is $7.4 billion—virtually the same level of four years ago representing a loss in real dollars of $3.5 billion. However, if the initial Reagan plan for education had been followed, elementary and secondary education support from the federal government would have been cut in half—the result of which would have been a current funding level of only $3.2 billion.

That is the total overall picture. Now for a look at what has happened to support for urban schools.

In fiscal 1980–81 allocations from all federal agencies to the 35 largest school districts totaled $1.7 billion. In 1984–85, it has decreased to $1.6 billion.

In this four year period, federal support for the 35 urban districts was reduced by 2.1 percent. For programs funded through the Department of Education support for the 35 districts has been reduced by 5.2 percent.

To put it in perspective, the policies of the Reagan administration, as enacted into law, have resulted in an inflation adjusted decline in funding for education, between the fiscal years of 1980 and 1984, of 25.9 percent per child attending the nation's urban schools. What's more, had the Congress accepted all of the administration's budget policies with respect to education, federal allocations in 1984 would have been only $87 for each inner-city child—nearly 63 percent below the 1980 level of $233 per child. The current expenditure of $173 per child is twice the amount the President preferred.

I might add that the Administration's first proposal for tuition tax credits for parents who send their children to private schools—$100 the first year, $300 the second and $500 the third—if enacted, would have meant the federal government would have provided an incredible $310 per child for private schooling. That is more than three times the rate that would have been allocated to inner-city public school children in the same year.

A review of federal government funding practices, since the Reagan administration came into office, shows that the greatest single negative impact on urban schools occurred as a result of changes mandated by the enactment of the Omnibus Budget Reconciliation Act of 1981, which consolidated approximately 30 education programs and lowered spending ceilings on most others.

In 1980, for example, urban school districts' funding from various programs consolidated in the aforementioned Omnibus Budget Act—now known as Chapter 2—totaled $152.4 million. By 1984, it declined to $58.8 million—a 61.4 percent decrease. By contrast the decline for all school districts nationally was 39.3 percent over the same period.

In short, the arrival of the administration's block grant funding approach resulted in the cities absorbing nearly three fourths of the cuts made. This did two things . . . it not only protected non-urban school districts from budget reductions, but in some cases, it subsidized the dollar increases that most non-urban school districts received.

I should also remind you that the Omnibus Reconciliation Act changed the system of distributing block grant funds. From a "needs" basis, distribution was changed to a per capita basis. This increased the amount of funding made available to private schools located in urban districts. Prior to the change, approximately five percent of federal funds reaching urban educational agencies went to private schools. Now over 15 percent of Chapter 2 funds to the cities is spent on private schools, and in cities where such enrollments are large, the share to private schools can exceed 25 percent.

The picture is equally grim for other forms of federal support for education. For example:

Chapter I programs were adversely affected in several ways:

First, cuts in the basic program hit hardest in urban schools because most of the funds are spent there.

Elimination of the Concentration Grants removed a buffer against cuts because these grants were highly targeted serving areas of severe poverty.

Inflation rates in large cities continued to increase, reaching higher levels than the rest of the country.

Changes in the data base for distribution of funds from the 1970 census to the 1980 census, resulted in considerable loss of funding for many urban districts.

Urban districts' allocation of Impact Aid has decreased from $59.8 million in 1980 to $18.9 million this year—a reduction of 68.3 percent.

Other reductions for urban schools, between fiscal '80 and fiscal '84 include . . . 22.1 percent for Bilingual Education . . . 18.8 percent for Indian Education . . . 70.8 percent for Follow Through . . . 100 percent in Civil Rights grants . . . and 86.9 percent in job training programs funded through the Department of Labor.

In our Los Angeles Unified School District with its approximately 566,000 Kindergarten to twelfth grade students, 80% of whom are either Black, Hispanic, Asian or other minority, examples of the effects of these actions include:

1. The Chapter I per pupil support for 1984–85 compared to 1981–82 has increased by 6.6%. Had the amount been adjusted for inflation, it would have been increased by 27%—a reduction in real terms of more than 20% per child. When we consider that the number of students served by Chapter I programs in this District is approximately 215,000, we are not sending a message that says: "Your government truly wants you to have an outstanding instructional program."

2. In Los Angeles, a district in which we have approximately 250,000 students eligible for free and reduced priced lunches, the administration's proposed budget says to poor children, "Your parent or parents may not have a job, the cost of public transportation is going up, you are not eligible for the medical care you need, but somehow or other your parents must find a way to pay as much as 25 cents more for those formerly free and reduced price meals."

3. In Los Angeles, where more than 80 languages, other than English, are spoken, the currently proposed budget would reduce by approximately $3 million the programs for immigrant education, refugee children, and Indochinese vocational programs.

4. Our estimates of Mr. Reagan's proposed education budget for FY 86 indicate that even the meager amount of money available for women's equity will be completely eliminated ($31,368). Although the dollar is small, the message is extremely symbolic.

5. In Los Angeles, we currently serve 46,500 handicapped children, the message is: "Don't worry, programs for handicapped students are not being cut, they are just being frozen." A freeze is a cut. Are we talking about programs to serve students who have handicaps, or are we talking about a process to handicap students?

Further, in Los Angeles with large numbers of students dropping out of school, with gang affiliations prevalent, with 100,000 students in grossly overcrowded schools, there is no indication of administration sensitivity to or inclination to constructively address the problem.

In summary, our analysis has resulted in some general findings:

1. The data show clearly that federal support for urban schools is significantly lower now, than when the Reagan administration took office.

2. Over the last four years, the federal government has retargeted its dollars away from inner-city schools . . . and has given higher priority to non-urban public schools and to private schools.

3. Federal cutbacks to urban schools have only been partially offset by local or state spending—or by an improved inflation rate.

4. Programs to enhance urban desegregation, poor at best, have been seriously curtailed.

5. In-school job training programs have suffered a similar fate.

Congressman Hawkins and members of the Committee . . . enough is enough. It is time to stop this attack on poor and disenfranchised youth.

It is clear that the social experimentation in education that was initiated in 1981 by the Reagan administration could have been worse and may yet become so if in this second term proposals are initiated for education implementing that not accomplished during the first term.

Let me also state quite plainly, that the fact that education support for cities is not even lower, is not because of anything the Administration did—but in spite of it. When the evidence began to mount that its experimentation with education was harming the poorest in our schools, the Administration did not respond with corrective action, but vociferously denied that any problem existed. Congressional attempts to restore cuts made in FY81 and FY82 were consistently opposed by the Administration.

Congress, in general, did respond when the size and nature of the cuts became clear, but failed to completely reverse administration incursions.

The harsh reality is that the Administration has been very adept at uncovering and manipulating educational symbols, such as prayer in schools, but extremely clumsy at meeting or recognizing the historic federal role in urban schools. That federal role in city schools has traditionally assured opportunities and access for those most in need. The Administration has failed to understand that this role enhances, not conflicts, with local and state operation and responsibility for education. In its attempts to dismantle federal involvement in public education, the Administration has lessened and weakened those opportunities for equity and justice in our schools.

The most damaging aspect of the federal government's experimentation with education over the last four years involves the basic unfairness of the effects. These effects only serve to intensify the separate and unequal society portended by the Kerner Commission in the late 1960s. Ironically, it will be the increasing numbers of limited English proficient and racial minorities now being educated in our cities to whom the nation will turn, as the population ages, to support its economy, defend its borders, and fund its social security system. It is unclear whether these children will be ready to meet that challenge. If not, history may record that the last four years was the point where progress stopped, where the future died.

The Council of the Great City Schools report lists a number of recommendations urging both the Administration and the Congress to redouble their commitment to the cities and their schools.

I mention only a few:

Increased funding for federal education programs that are targeted for urban areas and that will improve educational access for Black, Hispanic, handicapped and female youth, including aid for chapter 1 (ECIA), Chapter 1 Concentration Grants, Bilingual Education, PL 94-142, Impact Aid (low-rent housing), and Follow Through.

A moratorium on all future budget cuts and freezes in education programs.

The development of federal youth employment legislation to provide in-school training programs and an increase in funding for the newly retargeted Vocational Education Act.

A new program under the Higher Education Act that will work to encourage the application of poor and minority youth to postsecondary institutions.

A new federal program to provide funds for the repair and renovation of aging urban school buildings, including the containment of hazardous asbestos.

Administration support for ensuring that Chapter 2 block grant funds are targeted within states to high-need urban schools.

Continued Congressional funding for the federal math and science education program.

The development of federal early childhood legislation, the funding of federal School Day Care programs, and the design of urban secondary school improvement legislation.

The development of a federal urban education policy and program of financial and technical assistance to urban school districts.

Congressman Hawkins and members of the committee my personal list of recommendations would include a plea for:

1. No further block granting of federally supported education programs
2. Federal assistance with dropout prevention programs and strategies
3. Assistance with positive drug diversion programs
4. Assistance with developing and implementing program alternatives to youth participation in gangs and gang related activities.

All of these sum to jobs and more jobs—the need for employment opportunities for youth and adults. I know that you have long recognized the problem—witness your landmark Humphrey-Hawkins Bill. The critical need is for this administration and the full Congress to so recognize and then act accordingly.

Congressman Hawkins . . . this completes my presentation. I shall be pleased to respond to questions.

[The report follows:]

Federal Education Budget Policy, 1980-84: Effects on the Great City Schools

A Publication of The Council of The Great City Schools
1413 K Street, N.W., Washington, D.C. 20005 • (202) 371-0163

Federal Education Budget Policy, 1980-84:
Effects on the Great City Schools

When the American populace chose Ronald Reagan as its President in 1980, the country began its most controversial experiment with its domestic policies since the war on poverty. Nowhere was this experiment more evident than in the area of education, an arena where the federal government had been substantially involved since the passage of the Elementary and Secondary Education Act in 1965. The Administration has been enormously successful in challenging fundamental assumptions about how the federal government treats education and at least partially successful in creating a new set of educational priorities.

This new experiment in education was initiated by the Administration within the context of general fiscal constraint, a desire to reduce the federal presence in education, a belief that competition would enhance educational quality, and a policy that sought to alter basic values in the nation's schools.

The Administration set a legislative agenda (to meet these objectives) that included at its outset large budget cuts, major program consolidations, educational vouchers, tuition tax credits, regulatory simplification, school prayer, dismantlement of the Department of Education, equal access for religious groups to public schools, program turn-backs, school busing, and other items. Nowhere did these proposals converge more dramatically than in our inner-city public schools, for it is in these systems where the federal presence in education has been most felt historically and where the federal role is most evident.

The great urban centers of this nation have served a particularly important role as centers of commerce, communication, transportation, business, housing and the arts. Their schools have continued to be barometers of our nation's educational quality, the home for innovation and a host of many of our more perplexing social problems. It has also been the field on which the educational experimentation of the last four years has been played. The results of that experimentation, not yet fully understood, will not only have profound effects on the cities but a disproportionately large impact on a nation whose citizens are growing older and whose future workers will be increasingly Black, Hispanic and female.

The focus of this report is on the 35 major urban school systems comprising the Council of the Great City Schools. These systems serve about 4.2 million inner-city youngsters, or 11% of the nation's public school enrollment. Approximately 32% of the nation's Black children, 27% of the Hispanic children, and 21% of the Asian children are enrolled in these 35 systems. Almost one-third of these children reside in families receiving public assistance and nearly 75% are Minority.

The purpose of this brief report is to provide a preliminary examination of the effect of the last four years of federal education budget policy on the nation's inner-city public schools. That policy was proposed by Reagan and largely adopted by Congress in the first two years of the Administration, but sharply reversed in the second two. We will treat these two periods as distinct in this report. Also, because other reports have dealt with the extent of changes in the levels of federal funding for elementary and secondary education, we will not address that issue here, but will focus on changes in the distribution of funds. It is the change in the distribution rather than the level of funding that appears to be the most dramatic aspect of the last four years. Finally, we will restrict our examination to budgetary rather than programmatic effects in that period.

From its outset, the Reagan Administration made clear its intentions to reshape and reduce the federal role in American education. According to the 1980 Republican platform, the Administration would:

> restore common sense and quality to education...replace the crazy guilt of wasteful programs with a system of block

> grants..., support deregulation by the federal government of public education..., encourage the elimination of the Department of Education..., restore prayer in public schools..., halt forced busing..., enact tuition tax relief into law..., clear away the tangle of regulation that has driven up college expenses and tuition.

Almost no program was to be exempt from a wide range of proposed policy changes and budget cuts. Within two months of inauguration, Reagan began submitting to Congress his first set of budget recommendations for education. Deep cuts were requested to the FY81 Continuing Resolution that was in effect at the time Reagan entered office and that would be felt by schools in the 1981-82 school year. At the same time, the Administration proposed major program consolidations, further reductions for FY82, and sweeping education policy changes.

In general, most of the policy proposals made by the Administration were not accepted by the Republican-controlled Senate or the Democratically-lead House over the last four years. Congress has rejected tuition tax credits, vouchers, the "Super Block Grant"--designed to consolidate Title I, PL 94-142, ESAA and other smaller discretionary programs (see Table 1)--organized school prayer, dismantlement of the Department of Education, turnback programs, the repeal of women's equity and civil rights grants and others. The Administration, itself, reversed positions during its tenure on deregulating PL 94-142, school lunch, and barring discriminatory private schools from receiving tax exempt status.

The Administration was successful, however, in overturning the Comprehensive Employment and Training Act (CETA) and replacing it with the Job Training Partnership Act (JTPA). In addition, it was successful in repealing the Lau regulations on bilingual education, in publishing new student privacy regulations, in consolidating about 30 formula and discretionary grant programs, scaling back child nutrition programs, securing passage of equal access legislation, and bringing the issue of quality in education into the forefront of national debate.

Table 1. Initial Reagan Proposal for Education Block Grants and Funding

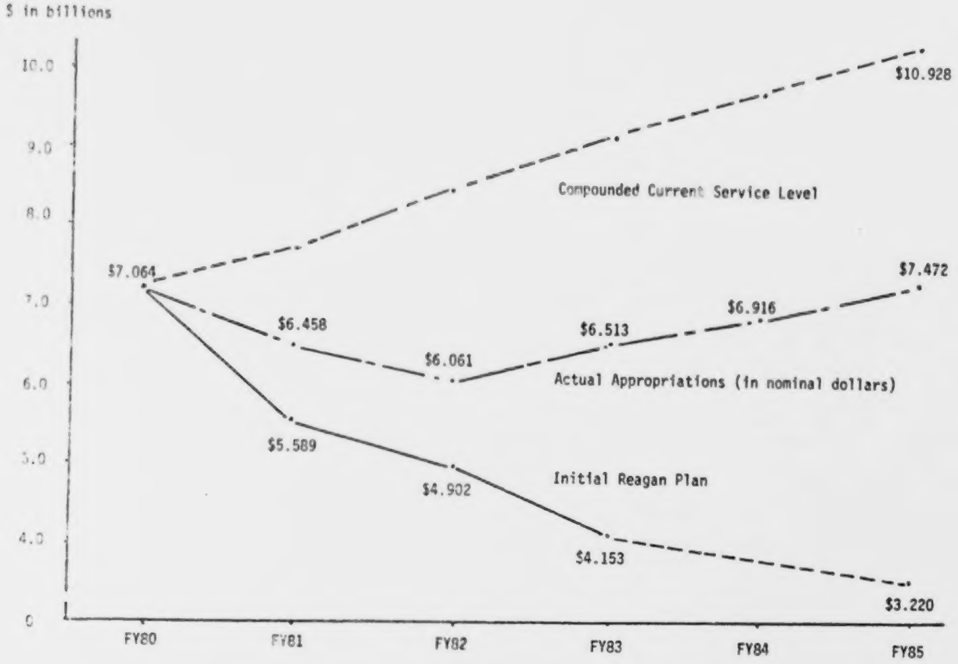
Programs	(1) FY80	(2) Cont. Res. FY81	(3) Reagan Rev. FY81	(4) Final FY81	(5) Reagan Req. FY82
Local Block Grants					
Title I:					
Basic Grants	$2,630.0	$2,824.9	$2,118.7	$2,512.6	•
Migrants	245.0	288.0	216.0	266.4	•
Concentration	100.0	142.1	106.6	98.8	•
ESAA:					
Basic Grants+	107.8	107.8	80.9	33.4	•
Spec. Proj.+	82.7	75.1	56.3	68.2	•
Magnets+	36.3	30.0	22.5	30.0	•
PL 94-142:					
State Grants	874.5	922.0	691.5	874.5	•
Incentive Grts.	25.0	25.0	18.8	25.0	•
Basic Skills+	14.3	17.5	13.1	13.1	•
Total	$4,115.6	$4,553.0	$3,414.3	$3,922.0	$3,647.1
State Block Grants					
Title I:					
Handicapped	145.0	165.0	123.8	152.6	•
Neg./Del.	35.6	37.8	28.3	34.0	•
Administ.	47.0	47.0	35.3	33.9	•
Evaluation	13.0	10.0	7.5	6.0	•
Title IV-B+	171.0	171.0	128.3	161.0	•
Title IV-C+	146.4	91.4	50.0	66.1	•
Title V-B+	51.0	51.0	38.3	42.1	•
ESAA:					
Special Proj.+	9.3	8.5	6.4	7.7	•
Nonprofits+	5.0	7.5	5.6	5.0	•
Ed. TV+	6.5	6.5	4.8	4.5	•
CRA-Title IV-A	45.7	45.7	34.3	37.1	•
WEAA	10.0	10.0	7.5	8.1	•
PL 94-142:					
Severely Hand.	5.0	5.0	3.8	4.4	•
Early Childh.	20.0	20.0	15.0	17.5	•
Vocational	2.4	4.0	3.0	3.0	•
Innovation	20.0	20.0	15.0	15.0	•
Regional Res.	9.8	9.8	7.3	7.7	•
Personnel	55.4	58.0	43.5	43.5	•
Career Ed.+	15.0	15.0	10.0	10.0	•
Community Schs.+	3.1	10.0	3.1	3.1	•
Consumer Ed.	3.6	3.6	2.7	1.3	•
Law-Related Ed.	1.0	1.0	0.8	1.0	•
Basic Skills+	10.7	13.1	9.8	10.0	•
Follow Through	44.3	44.3	33.2	26.3	•
Gifted/Talented+	6.3	6.3	4.7	5.7	•
Alcohol/Drug	3.0	3.0	2.3	2.9	•
Arts in Ed.+	3.5	3.5	2.6	3.2	•
Metric Ed.+	1.8	1.8	1.4	1.4	•
Ethnic Heritage+	3.0	3.0	2.3	2.3	•
Cities in Schs.+	3.1	3.1	2.3	2.7	•
PUSH+	1.0	1.0	0.8	0.8	•
Teacher Corps+	30.0	30.0	22.5	22.5	•
Teacher Centers+	13.0	13.0	9.8	9.1	•
PreCollege Sci.+	2.5	2.5	1.9	1.8	•
Total	$943.0	$891.6	$644.4	$753.3	$ 714.6

+ Programs that were actually consolidated in Chapter 2, ECIA.

These policy proposals were only half of the agenda for education initially set by the Administration. The other half was comprised of significant budget reductions. When Reagan came to office in January, 1981, he found an FY81 Continuing Resolution containing $7.161 billion for elementary and secondary education and a Carter budget request of $8.3 billion for FY82. According to its initial budget plans, spending for all elementary and secondary education programs was to be reduced to $5.589 billion in FY81 through an across-the-board cut of nearly 25%, to $4.902 billion in FY82, to $4.153 billion in FY83 and finally to only $3.220 billion in FY85 (after the various consolidations and state turnbacks were to have taken effect) --or about $61 per child in inflation-adjusted terms (see Graph 1). Only $2.882 billion of this FY85 amount would have remained within the proposed Foundation for Education Assistance, with the remainder transferred to other agencies. By contrast, had the federal government made no programmatic changes and increased spending to keep pace with inflation, FY85 spending would have totaled $10.928 billion in FY85.

The Administration was largely unsuccessful, however, in passing its initial budget plan for elementary and secondary education. Enough of the proposed cuts and policy recommendations were adopted, nevertheless, to effect the distribution of funding and the subject of this report.

Historically, cities and their public schools have been the target of the bulk of federal education dollars as the federal government and Congress sought to protect and enhance opportunities for children who were poor, handicapped or of limited-English proficiency. It is also where given the high concentration of such children, one would expect the least cutting to occur when budgets were scaled down. The balance of this report will focus on the distribution of federal education dollars to inner-city public schools over the last four years.



Graph 1. Comparison of Initial Reagan Budget Plan for Elementary and Secondary Education, Final Appropriations Levels, and Compounded Current Services Levels.

The nation's urban public schools[1] currently receive in this 1984-85 school year (federal FY84) approximately $1.601 billion in aid from all federal sources, i.e., from all federal departments and agencies. This amount represents an (unadjusted) reduction from the FY80 level of $1.742 billion of 8.1%. Of particular interest is the level of funding garnered from the Department of Education alone. In FY84, the Education Department supplied $967 million to the urban schools, down 5.2% from the FY80 level of $1.021 billion (see Table 2). Nearly 70% of the FY84 amount comes through the Chapter 1 program.

The Department of Labor currently provides $24.5 million to urban schools, mostly to operate summer jobs programs, a level that is 86.9% below the FY80 amount of $187.0 million--which went for public service employment, in-school job training and summer jobs. The Department of Agriculture supplies $563 million this year for school breakfasts, lunches and snacks--an increase of 19.1% since FY80. And the Department of Health and Human Services provides $40.2 million for refugee aid, day care and Headstart; down 22.2% from the FY80 level of $51.7 million.

In general, the composition of federal funding reaching the urban schools is about the same now as in FY80. Sixty and four tenths percent of all federal revenues in urban schools comes from the Department of Education this year compared with 58.6% in FY80 (see Graph 2). Nutrition's share, however, has jumped from 27.1% to 35.2% and job training's has slipped from 10.7% to 1.5% in four years.

These reductions in federal support for inner-city schools appear not to parallel the average cuts nationally. Between FY80 and FY82, total federal elementary and secondary spending dipped from $7.064 billion to $6.060 billion, or $1.003 billion (14.2%), pursuant to the Administration's request to cut 25%

---

[1] "Urban-public schools" is defined as the 35 major inner-city school systems comprising the Council of the Great City Schools.

Table 2

Program-by-Program Federal Budget Allocations to Great City Schools
1980-81 to 1984-85
(School Years)

Education Programs	1980-81	1981-82	1982-83	1983-84	Estimated 1984-85
Chapter 1 (A)	$ 581,989,372	$ 553,687,548	$ 539,543,735	$ 600,101,789[2]	$ 680,382,648[2]
Migrants	2,339,387	2,359,072	2,316,293	2,563,487	2,561,743
Handicapped	9,740,237	11,324,019	11,763,765	14,012,681	15,037,989
Neg./Del.	1,228,097	1,196,192	1,463,616	1,679,358	1,955,090
St. Admin.	225,000	225,000	225,000	215,000	225,000
Chapter 2	132,351,970	104,556,650	61,569,499	58,809,779	58,700,995
Handicapped Education	79,282,626	73,908,129	75,938,369	81,979,758	88,374,472
Vocational Education	59,535,639	51,941,525	53,635,456	58,416,093	57,380,730
Adult Education	14,880,987	14,655,074	13,371,621	12,197,953	12,731,754
Bilingual Education	32,100,036	29,880,064	22,006,489	25,427,066	25,012,082
Indian Education	3,540,084	3,440,108	3,395,824	2,840,019	2,876,244
Impact Aid	59,807,344	23,152,680	21,499,483	18,438,656	18,973,816
Follow Through	9,082,965	4,933,892	4,080,767	3,943,584	2,684,322
Civil Rights IV-A	2,372,760	3,011,751	477,089	0	0
Career Education	454,765	503,773	287,470	52,000	0
Law Education	679,708	716,499	0	49,271	0
Women's Equity	351,593	149,186	133,721	294,831	331,394
Alcohol/Drug	695,000	755,066	712,000	477,075	627,945
Other*	102,300	703,473	592,690	597,677	298,385
Subtotals	$1,020,739,753	$ 881,018,781	$ 813,080,589	$ 881,986,823	$ 967,409,048
Labor Programs					
CETA/JTPA	$ 187,024,262	$ 59,710,043	$ 39,519,060	$ 25,870,038	$ 24,517,974
Agriculture Programs					
Child Nutrition	$ 472,495,813	$ 484,175,776	$ 516,632,982	$ 520,643,452	$ 563,154,196
Nutrition Education	233,671	156,722	15,000	15,000	0
Subtotals	$ 472,729,484	$ 484,332,498	$ 516,647,982	$ 520,658,452	$ 563,154,196
HHS Programs					
Refugee Aid[1]	$ 16,627,455	$ 13,630,161	$ 14,002,881	$ 18,027,961	$ 6,464,551
Day Care	17,969,847	15,973,392	14,204,178	14,756,881	13,943,265
Headstart	17,132,046	17,552,464	18,599,731	19,379,710	19,836,135
Subtotals	$ 51,729,348	$ 47,156,017	$ 46,806,790	$ 52,164,552	$ 40,243,951
Energy Programs					
Conservation Grants	$ 3,098,214	$ 3,936,299	$ 1,297,950	$ 1,915,168	$ 2,156,805
Housing Programs					
Community Development	$ 4,074,289	$ 3,934,764	$ 14,108,164	$ 15,776,758	$ 1,514,774
Other					
Public Broadcasting	$ 1,474,334	$ 1,637,483	$ 1,670,616	$ 1,584,915	$ 1,624,603
Miscellaneous*	1,616,390	1,060,542	801,462	15,704,648	868,062
GRAND TOTALS	$1,742,406,074	$1,482,786,347	$1,434,032,613	$1,536,461,354	$1,603,409,413

* Includes National Diffusion Network, Research and Special grants

[1] Includes Cuban Refugee funds

* Includes National Endowment for the Arts, National Endowment for the Humanities, ACTION, ROTC, Interior Department Indian Programs, DOT Driver Education, Chicago Desegregation, Smoking Prevention, Pregnancy Prevention and others

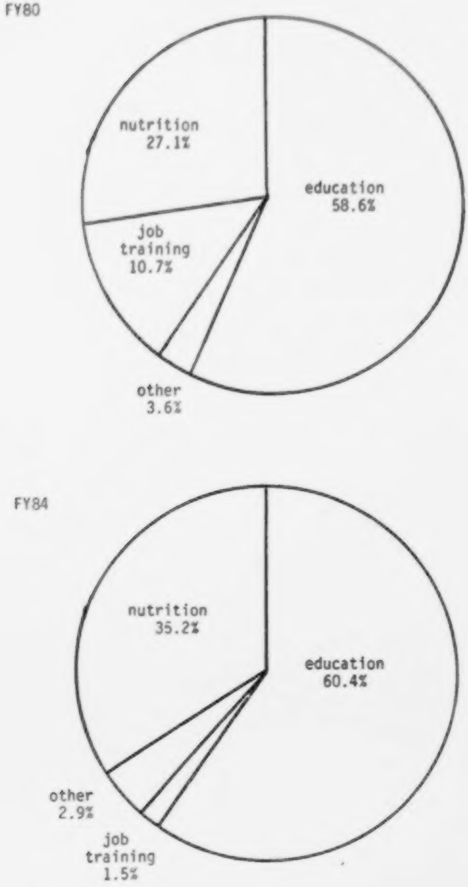
[2] Approximately 55% of Chapter 1 increase is due to shift in Census base for distributing funds.

Table 3

Great City School Federal Budget Allocations (All Agencies)
(in nominal dollars)

	1980-81	1981-82	1982-83	1983-84	Estimated 1984-84
Albuquerque	$ 14,083,285	$ 13,008,692	$ 12,796,123	$ 12,734,290	$ 13,602,498
Atlanta	30,789,703	30,346,293	27,208,245	28,027,657	30,420,555
Baltimore	62,380,343	44,118,340	40,624,258	43,720,038	46,050,413
Boston	30,667,319	24,744,599	24,514,350	26,169,642	27,232,161
Buffalo	25,521,584	27,181,853	20,247,125	21,390,062	22,224,902
Chicago	182,201,840	159,487,692	179,970,256	202,145,000	183,492,482
Cleveland	52,554,632	37,647,731	28,722,441	28,836,953	29,754,084
Columbus	24,812,041	20,289,655	16,633,589	16,959,959	17,994,426
Dade County	80,147,599	62,744,795	62,943,015	73,842,388	72,414,896
Dallas	34,140,269	33,652,709	31,568,753	29,766,297	31,412,891
Denver	21,202,522	15,550,433	16,866,681	17,182,385	16,750,183
Detroit	90,084,170	75,658,412	72,459,534	68,218,577	76,447,254
Indianapolis	N/A	N/A	N/A	N/A	N/A
Long Beach	11,690,607	13,224,291	13,211,153	15,509,792	17,139,329
Los Angeles	167,410,277	155,797,926	156,655,049	173,064,243	182,733,211
Memphis	37,464,175	32,616,642	32,248,403	33,198,610	35,737,947
Milwaukee	34,797,799	31,547,803	25,218,645	25,149,236	20,108,446
Minneapolis	13,397,485	11,848,890	10,631,267	10,799,823	10,878,326
Nashville	14,774,921	13,575,369	13,319,473	12,861,559	13,436,660
New Orleans	31,100,757	29,061,300	24,761,991	27,180,861	33,484,000
New York	389,832,270	336,324,612	337,162,903	375,336,712	409,386,016
Norfolk	16,350,210	12,807,301	15,358,073	13,435,206	14,518,703
Oakland	20,997,840	17,394,179	17,505,516	17,692,432	18,127,619
Omaha	N/A	N/A	N/A	N/A	N/A
Philadelphia	113,491,472	92,953,645	87,516,145	92,963,081	98,597,555
Pittsburgh	24,756,132	22,023,065	20,539,270	19,861,612	18,669,880
Portland	15,172,024	13,466,260	12,155,088	12,357,308	12,695,241
Rochester	17,128,858	16,051,783	13,219,108	13,255,206	13,959,133
St. Louis	35,826,013	31,062,686	24,672,596	24,102,519	23,863,836
St. Paul	13,653,300	11,377,773	9,426,139	10,481,124	9,880,795
San Francisco	22,761,261	21,963,700	18,175,603	18,761,902	19,684,072
Seattle	20,801,028	13,743,228	11,387,815	11,481,333	11,541,942
Toledo	12,195,497	11,036,965	9,904,456	10,764,412	11,563,009
Tulsa	7,707,524	7,677,691	7,234,315	7,641,643	8,437,769
Washington, D.C.	50,511,209	42,800,034	39,174,965	39,969,432	41,249,179
TOTALS	$1,742,486,074	$1,482,786,347	$1,434,032,613	$1,535,661,354	$1,601,489,413

Graph 2. Composition of Federal Funding to the Great City Schools
FY80-FY84



Losses to Great City Schools in Nominal, Inflation-Adjusted, and Inflation-adjusted Per Pupil Dollars (FY80 to FY84) *

Agency	Nominal Dollar Loss	Inflation-Adjusted Dollar Loss	Inflation-Adjusted Per Pupil Dolla
Department/Education	-5.2%	-27.7%	-25.9%
Department/Labor	-86.9	-90.3	-89.8
Department/HHS	-22.2	-42.3	-39.1
Department/Agriculture	+19.1	-11.6	- 6.8
Department/Energy	-30.4	-48.3	-45.1
Department/HUD	-62.8	-72.4	-71.0
Total Loss	-8.1%	-31.8%	-28.1%

* Data show the losses to Great City Schools between FY80 and FY84 in three ways: simple nominal dollar loss, inflation-adjusted dollar loss, and inflation-adjusted per pupil dollar loss. Inflation adjustments were made using the state and local government purchases deflator for nondurable goods and services. Enrollment decline for city schools calculated by using actual 1980-81 and 1984-85 enrollment figures.

across the board. During the same period, funding to the urban schools from the Department of Education declined by $207.7 million (20.3%). In other words, the nation's urban schools were asked to absorb 20.7% of the federal education cuts between FY80 and FY82 while having 11% of the nation's public school children.

Between FY82 and FY84, however, when Congress began to rethink the Reagan proposals and restore funding, the pattern was somewhat different. Nearly $855.7 million were restored to elementary and secondary education funding over that period, $154.3 million (18.0%) of which went to urban schools. The net result over the four years was that a total of $147.5 million was cut from the federal elementary and secondary education budget, $53.3 million or 36.2% of which was absorbed by inner-city public schools.

The result of this disparity was that federal money became less rather than more targeted on urban areas over the last four years. In FY80, city schools garnered 14.45% of the total $7.064 billion appropriated for elementary and secondary education; in FY84 , the urban share had declined to 13.99% of $6.916 billion (see Table 4).

Table 4

Great City School Education Funding Compared to All Federal Elementary and Secondary Education Appropriations*
(in thousands)

	FY80	FY81	FY82	FY83	FY84	△
Elem./Sec. Approp.	$7,063,976	$6,457,818	$6,060,736	$6,513,168	$6,916,432	-2.1%
Great City Schools	1,020,740	861,019	813,081	881,987	967,409	-5.2%
%	14.45%	13.64%	13.42%	13.54%	13.99%	

* Includes appropriations for Compensatory Education, Special Programs and Populations, Impact Aid, Indian Education (ED only), Bilingual Education, Special Education, Vocational Education and Adult Education.

The shift in targeting becomes clearer by examining the ratio of urban funding to other funding over the four years. Between FY80 and FY82, the inflation-adjusted[2] federal education expenditure in cities dropped by 30.5% per child, or from $233 to $162. All other funding, however, declined by 24.5%. Between FY82 and FY84, however, urban per-child-spending increased by 6.7% to $173 while other per-child-spending went up only 1.8%. In other words, federal education spending became about 8.0% less targeted between FY80 and FY82, but about 4.8% more targeted between FY82 and FY84 (see Table 5). The net result was that federal education funding is now 3.6% less targetted on inner-city schools in FY80 than it was in FY84.

Table 5.

Per Pupil Federal Elementary and Secondary Allocations
(in FY80 dollars)

	Urban Schools (1)	Other (2)	Ratio
FY80	$233.36	$165.06	1.414
FY81	186.91	142.00	1.316
FY82	162.20	124.69	1.301
△	- 30.5%	-24.5%	-8.00%
FY82	162.20	124.69	1.301
FY83	165.17	126.96	1.301
FY84	173.00	126.96	1.363
△	+ 6.7%	+ 1.8%	+4.8%

The data show simply a very large drop in real terms in federal support for urban schools. Between FY80 and FY84, the inflation-adjusted decline in funding amounted to 25.9% per child. Most of this real loss was seen between FY80 and FY82 when the Administration's policies were being accepted in Congress. Had all of the Administration's budget and policy proposals been accepted outright, federal allocations would have been only $87 per child in FY84 or nearly 63% below the FY80 level of $233 (see Graph 3).

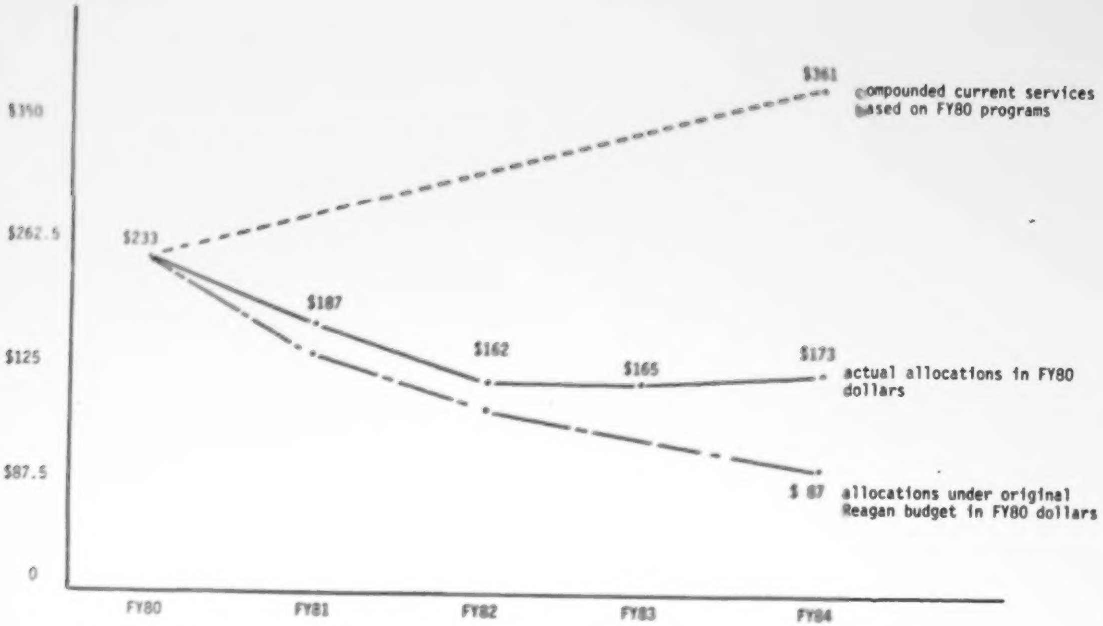
---

[2] Calculation made with enrollment estimates from the National Center for Education Statistics (NCES) and the state and local government purchases deflator for non-durable goods and services provided by the Office of Management and Budget (OMB).

Parenthetically, the initial proposal to institute tuition tax credits of $100 the first year, $300 the second and $500 the third year for parents who send their children to private schools would have resulted in the federal government's providing about $310 per child for private schooling, over three times the rate that would have been supplied to inner-city public school youngsters in the same year.

This change in targeting of federal funds on urban schools was the result of the few Administration-proposed programmatic and budgetary modifications over the last four years that were accepted by Congress. The programmatic changes were brought about largely through the Omnibus Budget Reconciliation Act of 1981 (PL 97-35) which consolidated approximately thirty small education programs and lowered the authorized spending ceilings on most others. The single most significant factor effecting the cities in the reconciliation was the consolidation of the Emergency School Aid Act (ESAA) along with the smaller discretionary programs. While the ESAA legislation provided both formula and competitive grant funding to urban districts undergoing desegregation, the new Chapter 2 funds were distributed by states to all LEAs.

Funding to the city schools under this block grant dropped from $152.4 million in FY80 to $58.8 million in FY84, a decline of 61.4%. By contrast, the total funding under Chapter 2 decreased by 39.3% nationally over the same period Table 6). The losses in several cities, however, were well in excess of 75%: Buffalo lost 82.2% of its dollars over this period; Cleveland lost 93.4%; Columbus,



Graph 3. Federal Department of Education Allocations to Great City Schools in Inflation-Adjusted Per Pupil Dollars Compared to Compounded Current Service Levels (Using FY80 Program Configuration) and Allocations Under the Initial Reagan Budget Plan.

Table 6

Decline in Funding Attributable to Chapter 2 (ECIA)
(estimates)

District	Antecedent 1980-81	Antecedent 1981-82	1st Yr. Block* 1982-83	2nd Yr. Block* 1983-84	3rd Yr. Block* 1984-85	% △
Albuquerque	$ 550,000	$ 544,602	$ 518,849	$ 454,002	$ 448,049	
Atlanta	1,630,000	1,300,000	886,168	906,732	913,099	
Baltimore	1,705,186	1,176,254	1,426,885	1,623,999	1,425,612	
Boston	3,332,080	659,003	1,401,493	1,359,804	1,352,824	
Buffalo	6,211,690	6,574,350	1,292,816	1,596,925	1,106,833	
Chicago	5,820,000	6,784,273	6,358,256	5,850,000	5,848,680	
Cleveland	15,499,068	4,968,874	1,234,187	1,016,469	1,016,469	
Columbus	5,732,335	3,537,746	768,240	693,450	693,450	
Dade County	2,747,938	3,955,004	3,097,906	3,284,273	3,093,953	
Dallas	3,975,387	2,654,230	1,510,968	1,516,457	1,583,673	
Denver	1,862,017	784,158	717,846	760,171	752,402	
Detroit	7,330,158	4,519,396	3,341,582	3,359,869	3,291,009	
Indianapolis	N/A	N/A	N/A	N/A	N/A	
Long Beach	190,283	183,386	310,329	458,737	610,360	
Los Angeles	19,817,260	10,458,362	8,077,423	7,238,344	7,238,344	
Memphis	1,249,441	1,043,532	1,051,279	1,068,897	1,074,483	
Milwaukee	8,527,592	7,835,647	2,695,606	1,667,441	1,694,211	
Minneapolis	700,000	679,371	604,426	530,982	520,000	
Nashville	1,035,940	795,675	600,900	650,481	668,671	
New Orleans	2,110,699	1,903,758	843,400	917,000	978,000	
New York	21,165,781	14,525,753	11,554,866	10,200,000	11,800,000	
Norfolk	639,531	580,519	480,080	459,736	473,309	
Oakland	1,007,273	625,937	331,638	857,947	350,000	
Omaha	N/A	N/A	N/A	N/A	N/A	
Philadelphia	9,198,555	6,573,959	4,087,137	4,038,727	3,814,008	
Pittsburgh	885,959	490,199	691,216	570,089	577,952	
Portland	714,878	686,000	657,018	650,687	624,853	
Rochester	1,565,232	3,076,523	919,923	657,293	601,337	
St. Louis	7,798,795	5,131,487	750,000	704,196	695,628	
St. Paul	569,079	628,911	348,762	299,736	294,592	
San Francisco	2,320,442	1,610,144	1,051,682	950,377	804,418	
Seattle	7,012,640	4,230,337	923,530	892,855	857,133	
Toledo	1,693,452	879,592	473,000	472,504	454,040	
Tulsa	167,934	162,839	374,728	372,294	392,299	
Washington, D.C.	7,155,121	5,081,817	2,187,360	2,229,304	2,229,304	
City Total	$152,351,970	$104,556,650	$ 61,569,499	$ 58,309,778	$ 58,788,995	-61.4%
National Total	$742,896,000	$498,010,000	$442,176,000	$450,655,000	$450,655,000	-39.3%
Percentage	20.5%	20.9%	13.9%	12.9%	13.1%	

87.9%; Milwaukee, 80.1%; Seattle, 87.8%; and St. Louis, 91.1%. School systems which lost only small amounts or even gained funding were normally those with either no ESAA grants or small ESAA grants.

Two additional points about Chapter 2 deserve attention here: The first involves the loss of funding nationally and the second involves private schools. The loss of targeted funding to cities was the result of two factors: the overall budget cut when the program was implemented and the nature of the consolidation. Between FY80 and FY81 (the year preceding the block grant), funding for the antecedent programs that were to comprise Chapter 2 declined by about 33% nationally.[3] Between FY81 and FY82, the funds dropped by only another 11.2%, meaning that the largest reduction in dollars occured before Chapter 2 was put into effect. Exactly the opposite trend, however, existed in the urban areas. The city schools saw their antecedent program funds drop by 31.4% between FY80 and FY81, a cut parallel in degree to that experienced nationally. Between FY81 and FY82, however, funding to urban districts plunged another 41.1%. These figures indicate that, by-in-large, cuts to urban areas between FY80 and FY81 were no worse than anywhere else, but bebetween FY81 and FY82, the cities absorbed nearly three-quarters of the cuts made in the block grants. This inordinately large cut to cities between FY81 and FY82, in a sense, protected other kinds of districts from budget reductions during this period and even subsidized the dollar increases that most nonurban districts experienced at that time.

The second aspect of the block grants effecting the financing of city schools involved the newly-heightened participation of private schools in federal programming. The 1981 Omnibus Reconciliation Act significantly changed the ability of private schools to tap federal funds by distributing block grant funds on a per capita basis rather than on a "needs" basis. The result was that substantially more federal funding reaching LEAs were spent on private schools under Chapter 2 than under the antecedent programs. Approximately 5% of the antecedent federal funds reaching the urban LEAs were allocated to private schools prior to the implementation of the block grants, but over 15% of the Chapter 2 funds in the cities now are spent on those schools. Where the private school enrollments are large, the share of Chapter 2 funds allocated can exceed 25%.

---

[3] These cuts were made in response to a series of rescissions to the FY81 Continuing Resolution requested by the new Reagan Administration.

The implementation of the block grants adversely effected the cities, then, in three ways: the decrease in funding, the dilution of the remaining funds, and the requirement to share dollars with the private schools. The result was significantly less targeting of federal resources. In FY80, the urban school systems received about 20% of the antecedent funding, or about the same proportion as they received under Chapter 1. By FY82 (the first year of the block grant), that share had dropped to about 14%. Still further decreases were experienced in FY83 and FY84, the second and third years of the block grants. In FY83, Chapter 2 allocations to cities had declined another 5.3% from FY82, leveling off finally in FY84. This continuing decline in funding, despite a leveling off of the federal appropriations, appears to be due both to declining enrollments in the cities relative to other areas and to reductions in special grants from the SEA's 20% share of funding. By FY84, then, allocations to city schools under Chapter 2 will have declined by 61.4% since FY80 (not counting the decline due the participation of private schools), and the city share of funding will have dropped from 20.5% to 13.1% in those same four years.

In addition to programmatic or authorizing changes that reduced the degree of urban targeting, budget reductions arising from the Omnibus Budget Reconciliation Act of 1981 also had a severe effect. When the budget cutting began in response to

Administration pressure, it started with programs that were highly targeted and that affected a small number of the neediest school systems: Chapter 1 Concentration Grants, Impact Aid (Low-Rent Housing), Bilingual Education, Follow Through, and Youth Employment.

The elimination of the Chapter 1 Concentration Grants was a case-in-point. This program was particularly well-targeted because it distributed extra compensatory education funding to districts with at least 5000 poor children or at least 20% of the enrollment below poverty. In the last year of the program (FY81), urban schools received about 35% of total funding, making it one of the most highly targeted education programs in existence. In combination with cuts in the basic program, the elimination of the concentration grants in FY82 resulted in disproportionate losses to urban schools.

The cuts in Chapter 1, then, effected urban schools in four ways. Firstly, the cuts in the basic program hit hardest on inner-city schools because bulk of the funds are spent in these areas. Secondly, the deletion of the Concentration Grants eliminated the one program that could have provided a buffer against the cuts because of its unusually high targeting provisions and its small costs. Thirdly, most urban areas between FY80 and FY82 continued to suffer through inflation rates that were higher than other areas of the country. Finally, many--not all--urban school systems lost considerable funding when the data base for distributing Chapter 1 funds shifted from the 1970 to 1980 Census.[4]

The 1981 proposed phaseout of the Impact Aid "B" funding also severely effected the urban schools. The urban allocation under Impact Aid was $59.8 million in FY80 but is expected to drop to approximately $18.9 million this year, a reduction of 68.3%, due largely to the inordinate reductions over that period in the "B" portion of the program.

---

[4] Part of the FY82 loss was made up for some districts with a $148 million supplemental appropriation. Further increases in aggregate urban allocations in FY83 and FY84 are due to higher federal appropriations and the shift to the 1980 Census data for distributing funds (see footnote, Table 2).

Additional cuts have been experienced in other well-targeted programs. Between FY80 and FY84, city allocations under the Bilingual Education Act have declined by 22.1%; for Indian Education, by 18.8%; for Follow Through, 70.8%; Civil Rights Grants, 100%; and job training programs (funded through the Department of Labor), by 86.9%. Funding provided under less well-targeted programs like Education of the Handicapped (PL 94-142) and Vocational Education has either increased slightly or decreased slightly over the same period.

The effects of this erosion in funding to urban schools were dramatic indeed, particularly between FY80 and FY82 before the partial restoration of funding, and included services to children, teaching jobs, programming, legal activity and municipal taxation. Compensatory reading and mathematics programs had been virtually eliminated in urban high schools because of the cuts in Chapter 1. Voluntary desegregation efforts had been curtailed because of the consolidation of the Emergency School Aid Act; Bilingual Education Programs have been closed; vocational education efforts have not been able to keep pace with inflation; and in-school job training programs in the inner-cities have been nearly eliminated because of the cuts to the restructured Jobs Training Partnership Act.

The Buffalo schools, for instance, were forced to lay off approximately 400 teachers and administrators when the system lost nearly $6.5 million in antecedent programs that had supported its model desegregation program. Its parent effectiveness training program which was funded under ESAA and helped maintain peaceful implementation of the integration program was mostly eliminated. In addition, the purchasing of special instructional materials, in-service training, extracurricular activities and curriculum planning were severely curtailed.

In St. Louis, approximately 1400 teachers were terminated due to the reduction in ESAA and other federal funding. These cuts caused a temporary increase in the teacher/student ratio from 1/28 to 1/42 per classroom. Furthermore, these terminations and the resulting increase in the teacher/student ratio caused the district's state certification rating to be lowered from 3A to 2A, directly affecting those students desiring to attend institutions of higher education upon graduation. Of prime importance, however, the loss of federal funds continues to hamper the full implementation of the most sweeping metropolitan-wide school desegregation plan in the country.

In Baltimore, which in FY80 had one of the nation's model in-school job training programs under the Comprehensive Employment and Training Act, the school system now has only two small projects. In Philadelphia, the in-school programs have been virtually eliminated and the summer youth employment programs cut in half. Cities like New York and Chicago have seen their cadre of CETA-employed school security forces eliminated over the last four years because of the elimination of public service employment jobs.

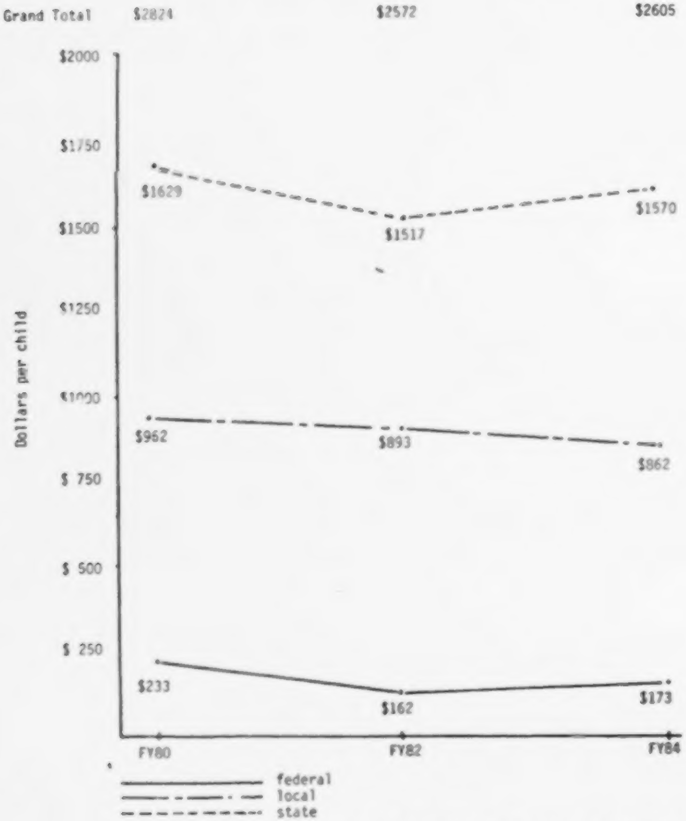
The total number of teaching jobs that have been lost and not refilled is approximately 5,000 in these 35 urban systems. Almost 100,000 inner-city youngsters have also lost federal program services over this FY80 to FY84 period, mostly from cuts in Chapter 1 and job training. The cuts have, in addition, worked to increase class size--a crucial factor in system-wide achievement scores--and have put downward pressure on salary increases for both instructional and non-instructional staff. In addition, there is some anecdotal evidence that the federal cuts in programs like ESAA have increased racial isolation in the schools over the last two years.

There is little evidence that these federal funding cuts to the cities have been made up through either an improved economy or local, state and private sources as the Administration had expected. Preliminary data, in fact, indicate that efforts by local and state governments to compensate city schools for lost federal funds have fallen short. At the same time that federal dollars in city schools were declining by nearly 26%, local revenues dropped by 10.4% and state revenues by 3.6% despite recent state education initiatives. The net result was that total revenues for urban students dropped from $2824 in FY80 to $2605 in FY84, a real decrease of 7.8%.

Local governments, in general, have made an honest effort to meet decreasing federal resources by raising effective nonproperty tax rates as property activity declined. This change in the mix of tax revenues for general purpose units of government has made sense as cities attempted to "piggypack" on increased economic activity generated from the recovery. School systems that drew their revenues from general purpose units of government were able in some cases to lean on this changing mix as institutions competed against one another for declining resources. School systems with independent taxing authority, however, have not had the same flexibility to shift local resources as the economy fluctuated. Most such systems continue to rely on locally generated property taxes. Increases in these taxes, however, have been forstalled in recent years because of roll-back efforts, a slumping economy and high interest rates.

City school systems' reliance on property taxes and the recent decline in these taxes relative to all other local taxes have resulted in a weakening of the school's ability to make up for federal cutbacks except through extraordinary means, e.g., short-term bonds, special levies or law suits against the city, state or federal governments. School systems, in general, especially those who rely on their own local property taxation, are less able to cope with cutbacks from federal

Graph 4. Local, State and Federal Spending on Great City Schools in 1980
Dollars per Child*



* Includes funds only from the Departments of Education, Labor and HHS; data based on a random sample of 14 of 35 districts.

government than other units of government. Such systems are not necessarily helped by a strong recovery to the extent one would hope.

The picture at the state level is not much brighter. The Joint Economic Committee of Congress has found that states (on average) have increased their support of cities but the increase has been insufficient to fill the gap left by the federal government. Generally, any new funding generated by the states was desinged for across-the-board benefit and teacher pay increases, rather than well-targeted aid packages to make up cuts from the poor. In fact, the recent quick-fix responses from the states may (in the long run) damage the move towards greater state finance reform and equity because of the hasty attempt to move masses of funds to all local jurisdictions regardless of need. In general, then, new state support for education has not been large enough or targeted enough on cities or the poor to offset federal losses nor has the federal response to issues of equity been sufficient to raise hopes for the cities that new funding might be forthcoming.

Summary and Conclusions:

In this report, we have attempted to give a preliminary overview and cursory analysis of the effect of changes in federal education budget policy on the nation's inner-city public school systems. Our focus has been on changes in the extent which the federal government targeted its resources on inner-city schools traditionally having the highest concentrations of poor and Minority youth. We have also taken a brief first look at the effect of retargetting on several districts and a glance at the ability of local and state governments to offset city school federal losses.

The analysis, itself, showed four general findings. First of all, it is very clear from the data that federal support for urban schools is significantly lower now than in FY80. This conclusion is the same whether we adjust dollar allocations for inflation or not. Between FY80 and FY84, federal education dollars for urban schools declined by 5.2%. In real inflation-adjusted terms, the decline amounted to 26% per child. Revenues from all federal sources (not just education) to urban schools declined by a full 28.1% per child since FY80. In addition, this conclusion is the same no matter which base year we use for comparison, i.e., FY80, the initial pre-rescission FY81 level or the FY82 Carter-proposed request.

The second general finding from our analysis is that the federal government has retargeted its dollars away from the inner-city public schools over the last four years. Instead, increasing priority has been given to other types of public schools and to private schools in and outside of the largest urban areas. In general, this retargetting has meant the elimination of previously targeted aid in lieu of general or block grant aid distributed rather thinly over a larger number of school systems. This retargetting was particularly acute in FY80 through FY82. During that period which was driven largely by the initial Reagan budget plan, the degree of federal targetting on inner-city schools declined by 8.0%. When the extent of the losses became evident, however, Congress did respond by shifting new appropriations in FY83 and FY84 and new program authorizations like the Magnet School Assistance Act back to the cities. Despite the restorations, however, the four-year trend is that federal education dollars are about 4% less targeted now than in FY80. Urban schools, furthermore, absorbed 36.2% of all education cuts in this period while having only 11% of the nation's enrollment. Rather than targetting increasingly scarce education dollars more efficiently, then, the result of the cutbacks has been less targetting. This funding is in the opposite direction of what some are now contending.

The third finding is that, based on preliminary data, the federal cutbacks to city schools were only partially offset by local or state spending, or by an improved inflation rate. In general, local and state increases for education went for across-the-board costs and new initiatives and not for targeted programs for the poor such as those funded by the federal government. It is clear that the impact of the federal cuts would have been far more severe in real terms if they had been made when the inflation rate was high. The extreme size of the cuts to the cities, however, was too large to be offset by a lowered inflation rate. In addition, the cuts were too large and too specialized to have been made up by the states. Certainly, the cities were not in shape to offset the losses. The result was that real inflation-adjusted spending from all levels of government on inner-city schools declined from $2824 per child in FY80 to $2605 per child in FY84, a drop of 7.8%. This finding is one of the most serious of this report and reflects a general erosion of financial support for city schools in the four-year period.

The final conclusion we can reach from our review is that programs to enhance urban desegregation and to provide in-school job training for inner-city youth have been seriously curtailed because of federal cuts in ESAA and youth employment. Additional data are needed to understand the full ramifications of these cuts, but we could find little evidence that either the local school systems or the private sector could compensate for the losses. The result appears to be a simple elimination of services.

The results of this analysis show that the social experimentation in education that was initiated in 1981 by the Reagan Administration has not been kind to the nation's urban schools. It is also clear that the situation could have been worse and may yet become so if a second term begins with proposals for education to do what was not done from the initial budget plan in the first term.

The Administration does deserve high marks for a number of its initiatives that were acted upon. These included its "Nation at Risk" study, its Adopt-A-School Program, its Academic Fitness Awards and the School Excellence Awards. Attempts at increasing private sector involvement in schools are also positive despite limited promise for systematic change. But these activities cannot offset the diminuation in federal support of urban schools that occured over the last four years.

We should also state quite plainly that the fact that education support for cities is not even lower now is not because of anything the Administration did but in spite of it. When the evidence began to mount that its experimentation with education was harming the poorest in our schools, the Administration did not respond but vociferously denied that any problem existed. Congressional attempts to restore cuts made in FY81 and FY82 were consistently opposed by the Administration. Congress, in general, did respond when the size and nature of the cuts became clear but did not completely reverse itself.

The harsh reality is that the Administration has been very adept at uncovering and manipulating educational symbols but extremely clumsy at meeting or recognizing the historic federal role in urban schools. That federal role in city schools has traditionally meant the assurance of opportunities and access for those most in need. The Administration has failed to understand that this role enhances not conflicts with local and state operation and responsibility for education. In its attempts to dismantle federal involvement in public education, the Administration has lessened and weakened those opportunities.

Furthermore, the Administration continues to issue a vote of "no confidence" in our public city schools by advocating tuition tax credits. Saying that tax credits for parents who send their children to private schools will improve public education because of the resulting competition is a little like advocating a credit for anyone who buys a foreign car as a way of spurring the domestic auto industry.

The most damaging aspect of the federal government's experimentation with education over the last four years involves the basic unfairness of the effects. These effects will only serve to speed up the liklihood of a separate and unequal society portended by the Kerner Commission in the late 1960s. Ironically, it will be the increasing numbers of limited-English proficient and Minorities now being educated in our cities who the nation will turn to as the population ages to support its economy, defend its borders and fund its social security system. It is unclear whether these children will be ready to meet that challenge. If not, history may record that the last four years as the point where progress stopped, where the future died.

Recommendations

The Council of the Great City Schools now urges that both the Administration and the Congress redouble their commitment to the cities and their schools. Specifically, we call for the following federal action:

- statement and leadership on the part of the President of the United States calling for states to increase aid to urban areas as part of recommitment to educational equity in the context of excellence.
- Increased funding for federal education programs that are targeted on urban areas and that will improve educational access for Black, Hispanic, handicapped and female youth, including aid for Chapter 1 (ECIA), Chapter 1 Concentration Grants, Bilingual Education, PL 94-142, Impact Aid (low-rent housing), and Follow Through.
- A moratorium on all future budget cuts in education.
- The development of federal youth employment legislation to provide in-school training programs and an increase in funding for the newly retargeted Vocational Education Act.
- The institution of an Office of Urban Schools within the Department of Education to act as a clearinghouse and policy review mechanism for the Secretary.
- A moratorium on all future federal activity on tuition tax credits and vouchers.

o A new program under the Higher Education Act that will work to encourage the application of poor and Minority youth to post-secondary institutions.

o Administration support for the continued authorization and funding of the Magnet Schools Assistance Act that is designed to improve local school desegregation activities.

o A new federal program to provide funds for the repair and renovation of aging urban school buildings, including the containment of hazardous asbestos.

o Administration support for ensuring that Chapter 2 block grant funds are targeted within states to high-need urban schools.

o Continued Congressional funding for the federal math and science education program.

o The development of federal early childhood legislation, the funding of federal School Day Care programs, and the design of urban secondary school improvement legislation.

o The development of legislation to provide tax incentives for additional business involvement in urban school programs designed to improve excellence and equity in low-achieving areas.

o The development of a federal urban education policy and program of financial and technical assistance.

* * *

Chairman Hawkins. Well, thank you very much. As usual, your statement is an excellent one and we appreciate the manner in which it was given, and we applaud your marvelous record as a member of the board of education.

Mr. Goodling.

Mr. Goodling. I have no questions. That was very fine testimony. Thank you.

Chairman Hawkins. Mr. Owens.

Mr. Owens. No questions.

Chairman Hawkins. Mr. Kildee, thank you very much.

I certainly concurred with your testimony. I cannot think of anywhere I disagreed. I want to commend the Council of Great City Schools because I have worked with them on a regular basis in Washington. They have a great reputation.

As a matter of fact, among my major accomplishments last year was the Magnet School bill, which I received a great deal of help from the Council of Great City Schools. That would do something in our feeble efforts at desegregation. That bill was passed as part of the larger bill signed by the President.

However, not only does he want to zero fund that for fiscal year 1986, he has had the unmitigated gall to ask us to rescind the money for 1985 before we get the bill in action. This is a serious problem in our schools, and by the way, that bill was probably one of the most bipartisan bills passed in the Congress.

I am fairly liberal. People probably suspect that. Jack Kemp is pretty conservative, and Jack Kemp and I were cosponsors of the bill, but the President not only wants to zero fund it next year, but rescind it this year. So we have some serious problems.

So I am going to send—I don't have to send it because Goodling goes over to the White House regularly to try to talk to the President and have him come to reason. So that is another project for you, Bill.

Mr. Goodling. Thank you. I will do that.

Chairman Hawkins. Mr. Hayes.

Mr. Hayes. I don't have any questions. Again, we have benefited by your excellent testimony and I will appreciate the opportunity to scrutinize your testimony and use it to my advantage to push for the things that I think we both agree are needed.

Mrs. Walters. Thank you very much.

Chairman Hawkins. Mr. Dymally.

Mr. Dymally. Thank you, Mr. Chairman.

I want to congratulate you for being the one voice of reason on the board. After being the lonely voice there, she has brought about some consensus. Now the board is agreeing so well we don't even hear about them anymore. Thank you very much.

Mrs. Walters. Thank you for being a very valuable support in our efforts here.

Chairman Hawkins. Thank you, Mrs. Walters.

May the Chair at this time express appreciation to the audience. You have been very patient and you have shown enthusiasm, even so much so that at times you have stretched our regulations that the committee does not recognize applause, but you have been so patient that we ignored that rule.

And I would also like to express at this time the Chair's appreciation to my fellow colleagues who have given up not only their recess period, but also a very long holiday weekend on the east coast to be with us here throughout this trip.

They have been marvelous in their attendance and we certainly appreciate their participation. We also would like to express appreciation to the board of supervisors of the county of Los Angeles, and last but not least, to the very able staff and certainly to Ms. Benson for her coordination of the witnesses and the generosity of her organization in allowing her to do so.

With that, the next meeting of the committee should be announced, it will be in the city of New York on February 19. We look forward to that hearing to complete this first series of hearings.

The meeting is adjourned. Whereupon, at 4 p.m. we adjourn to the call of the Chair in New York.

[Whereupon, at 4 p.m., the committee adjourned subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

SDSU
NATIONAL ORIGIN DESEGREGATION CENTER
INSTITUTE FOR CULTURAL PLURALISM
SAN DIEGO STATE UNIVERSITY
6363 ALVARADO CT-SUITE 226
SAN DIEGO CA 92120

(619) 265-6656

March 7, 1985

Augustus F. Hawkins, Chair
Education and Labor Committee
U.S. House of Representatives
Subcommittee on Elementary, Secondary
and Vocational Education
Room B, 346 C, Rayburn HOB
Washington, D.C. 20515

Dear Congressman:

I take this opportunity to thank you for allowing me to participate in the REGIONAL HEARINGS ON THE FEDERAL ROLE IN EDUCATION. The federal role in education must not be diminished but must be increased to take leadership in critical areas that jeopardized the quality of education in the schools of our country. This is not the time for the federal role to lessen its financial commitment to education. In the same spirit that it launched the Nation at Risk Report on the quality of education in our country it must now lead the nation to grapple with the deteriorating quality of education in many of our schools.

In this testimony, I would like to focus on three major concerns in education, which require attention at the local, State and federal levels.

1. The changing student demographics in this country, particularly in California, from White students to students whose ethnic background is other than White. The teacher preparation, curriculum design and materials, and school orientation must begin to focus on meeting the academic, linguistic, and cultural needs of these students.

2. The plight of the educational issues that confront the Chicano-Latino students in California is frightening, namely:

- Half of the Chicano-Latino 12th graders attend schools where the average Statewide reading scores for the California Assessment Program are in the bottom quartile.
- Only 9 percent of the Chicano-Latino 12th graders attend schools where these Statewide scores are in the top quartile.
- From 1979 to 1981 more than 46,000 Chicano-Latino high school students dropped out of school.
- Only 69 percent of the more than 53,000 Chicano-Latino 9th graders, en-

THE CALIFORNIA STATE UNIVERSITY

rolled in 1979, graduated three years later.

- Over 50 percent of the Chicano-Latino students drop out before graduation.

- As early as the third grade, 80 percent of the Chicano-Latino students are academically behind other groups in the basic skills of reading and math.

3. We are very concerned about the educational reform movement throughout the country, especially here in California, that bypasses important equity issues that affect the underachieving and high risk students, especially the Chicano-Latino students. For this reason, I am sending you An Overview of SB 813 Provisions on the Instructional Programs and Student Discipline: Equity Implications for Language Minority Students. The overview contains major equity issues affecting language minority students regarding current educational reform.

Please keep in mind these brief comments as you make significant decisions on the future of our nation and its citizens. As the federal role concentrates and gives priority to the military defense of this nation, likewise it must not overlook the educational defense of its citizens. With the strong leadership at the federal level, prompting State and local levels, the road can be paved for a dynamic and healthy school environment which promote a high quality of learning and growth of our future citizens, our youth in schools.

Respectfully submitted,

Juan Hurtado

Juan Hurtado, Ph.D.
Field Coordinator
SDSU NOD Lau Center

AN OVERVIEW OF SB 813 PROVISIONS ON THE INSTRUCTIONAL PROGRAMS AND STUDENT DISCIPLINE:

EQUITY IMPLICATIONS FOR LANGUAGE MINORITY STUDENTS

Prepared by:

National Origin Desegregation Lau Center
San Diego State University
6363 Alvarado Ct., Suite 228
San Diego, California 92120

SDSU

Summer 1984

INTRODUCTION

The "Hughes-Hart Educational Reform Act of 1983" is a major educational and financial reform bill of California, sponsored by Senator Hart and Assemblywoman Hughes. SB 813 is divided into three major areas: Employee Provisions, Instructional Programs and Student Discipline Provisions, and Financial Provisions. The purpose of the act is to "encourage continued reform and improvement of California's elementary and secondary schools through a series of reforms, incentives, and strategies which can provide for the educational, personal, and career needs of every pupil."

Content

The major focus of this overview will be in the instructional programs and student discipline provisions. For an overview of the finance and employee provisions, please refer to the SB 813 or Summary of SB 813 and Related Legislation (Seminars on the Hughes-Hart Educational Reform Act of 1983), California State Department of Education, Summer 1983.

Purpose

The purpose of this review is to provide the reader with a quick grasp of the major provisions included in this legislative package and its implications on equity issues affecting language minority students. The reader is encouraged to refer to the SB 813 itself for a detailed explanation of each section and analyze the legislation with respect to its implications for language minority students, sex, race equity, and learning disabled students.

EDUCATION IMPROVEMENT INCENTIVE PROGRAM

References: Section 54650, et seq. of the Education Code
See Section 110 of Chapter 498/83
Section 41301.3(c)(21) of the Education Code
See Section 18.5 of Chapter 498/83

Proposed Reform

- Improvement of performance in public schools is to be encouraged by the provision for fiscal incentives to motivate teachers and school site administrators.
- High schools have been determined to be in greatest need of improvement, and will be the first to implement the Education Improvement Incentive Program.
- Commencing with fiscal year 1984-85, a composite rating of each school's performance and a composite rating for the State will be developed.
- Beginning with the 1984-85 year, the State Board of Education will compute the change in performance of each school as measured by the change from the composite rating.
- The specific incentive awards are to be obtained by formula. This is based on the percentage contribution of each district to the overall statewide increase in CAP scores as indicated on the previous year. An individual award per pupil will not exceed $400.00.

Equity Issues

- ADA should be a driving force to reallocate resources to improve programs and not be dependent primarily on fiscal incentives.
- Elementary schools have the greatest need to improve and reform since 80 percent of ethnic background students are already underachieving in reading and writing before they reach the junior and senior high school levels.
- Proposed incentives can be used to provide additional preferencial attention to schools and students that are achieving in the upper stanines.
- Special attention and educational emphasis needs to be provided to students in the first to fifth stanines. By concentrating in the improvement of achievement scores of schools and students above the 50th percentile, school achievement will increase without impacting the lower 50th percentile.
- If incentives are to be provided, assurances need to be made that the incentives will be used for supplementing school resources.
- School site councils need to reflect the sociocultural characteristics of the school community to assure representative participation in the input process.

- A major emphasis of the Education Improvement Incentive Program, to motivate teachers and school site administrators to raise achievement scores, is through fiscal incentives. How will the fiscal incentives translate into better and dedicated teachers, and in turn, impact on achievement for language minority students?

- If testing is done in English, and the $400 per pupil allocation is an incentive for raising CAP scores, how will equity in testing procedures be assured for language minority students?

CALIFORNIA ASSESSMENT PROGRAM

References: Sections 60602, 60603, 60603.5, 60604.5, and 60604.7 of the Education Code
See Section 118 to 122, inclusive of Chapter 498/83

Proposed Reform

- The achievement test is to include basic skills courses administered annually and tests in content courses administered as specified by the State Board of Education.

- The physical performance test is to measure the physical fitness of a student.

- The California Assessment Program is to involve regular achievement testing of all pupils in grades 3, 6, 8, 10, and 12 and the physical performance testing in any three designated grades.

- Achievement testing will involve both basic skills courses and content courses.

- Basic skills courses are to be concerned with, but not limited to, skills dealing with memorization, reading, spelling, basic mathematics, and writing.

Equity Issues

- By accepting expectancy academic bands for each school site, status ranking is determined and operationalized.

- Is the content validity of the CAP test compatable with the instructional programs of the schools?

- Is there a match between what is being taught and what is being measured?

- Assessment in the primary language of the student should be viewed as a necessary tool to identify and improve the skills of language minority students.

- Ethnolinguistic students should not be penalized by taking tests administered in English when students cannot take tests in English.

- Existing bilingual policy promotes underachievement in English proficiency by exiting student when he/she reaches the 36th percentile in reading and writing.

- CAP testing promotes the principle of "there is nothing more unequal than treating unequals as equal."

GOLDEN STATE EXAMINATION PROGRAM

References: Section 60700, et seq. of the Education Code
See Section 123 of Chapter 498/83

Proposed Reform

- A program to measure and reward exemplary achievement in public high schools is to be established.

- Participation of school districts is voluntary.

- By March 15, 1985, examinations are to be prepared which include: 1) English literature and composition, 2) mathematics, 3) laboratory sciences, 4) foreign languages, 5) United States history, 6) health sciences, and 7) other designated areas.

- The Superintendent of Public Instruction is to adopt rules and regulations establishing administration and assessment procedures of the Golden State Examination Program.

Equity Issues

- Given that the examinations will not take into account that language minority students have systematicaly been in an inferior academic setting in their K-12 schooling, should other procedures be promoted?

- Will the Golden State Exam result in an elitist program for white middle and upper middle schools to the exclusion of low income schools?

- Should there not be status equalization programs to warrant across the board equal representation on the rewards?

- Will colleges only accept Golden State awardees to the exclusion of other students?

- In designing the exam, the content needs to be analyzed in order to address testing issues such as content biases, relevancy, and match between instruction and test items.

CALIFORNIA ACADEMIC PARTNERSHIP PROGRAM

References: Section 11000, et seq. of the Education Code
See Section 8 of Chapter 498/83

Proposed Reform

- Beginning in 1984-85, applications are to be accepted from postsecondary educational institutions or a consortia of institutions, in conjunction with a school district, for project grants:

  1. To provide counseling services to students and parents.
  2. To provide tutorial services to students.
  3. To promote participation of campus faculty in improving academic quality of secondary schools.
  4. To employ postsecondary student peer counselors.
  5. To provide inservice training for secondary school staff.
  6. To promote the improvement of academic quality of secondary schools through the involvement of campus teacher education programs.
  7. To help school districts upgrade school curriculum.

- Individual projects are expected to serve at least two high schools and their respective feeder schools.

- An advisory committee is to be established by the Chancellor of California State University to assist in selecting projects to be funded and in developing project evaluation criteria.

- In addition, the advisory committee is to develop criteria for the awarding of grants, for determining the priority ranking of schools selected to receive assistance, and for the redirection of current provisions of services, recruitment, and articulation.

Equity Issues

- How will schools from low income areas seek participation in the California Academic Partnership Program?

- Will the priority ranking of schools take into account schools in all low income levels?

- How will qualified and experienced personnel of the California State universities be given incentives to work with language minority students and parents?

- Will the advisory committee to develop criteria for the awarding of grants include language minority and other ethnic representation?

- Will schools with low student participation be given priority to receive assistance? Will language minority student participation be addressed?

COUNSELING OF TENTH GRADE PUPILS

References: Section 48431.6, and 48431.7 of the Education Code
See Sections 84 and 85 of Chapter 498/83

Proposed Reform

- For fiscal years 1983-84 and 1984-85, school districts are able to receive funding for the establishment and maintenance of a program providing comprehensive counseling services for pupils who are either in the tenth grade or have reached the age of 16.

- The program should include: 1) individualized review of academic and department records of the student; 2) meetings with student and parent, where possible, to review record, educational options, course work and academic progress needed for satisfactory completion of school, and options for postsecondary and employment; 3) and provisions for services of teachers, counselors, and others to provide designated services to pupils mentioned in the first two points.

- The program should insure that first priority is given to identifying pupils who are not earning credits at a rate which will allow them to graduate with their class.

- Districts can receive $20 for every tenth-grade pupil (based on prior year enrollment) for counseling services provided in 1983-84, and in 1984-85, for services which supplement, and do not supplant existing services.

Equity Issues

- Will schools who do apply for counseling funds have adequately prepared counseling staff to deliver needed counseling?

- Will money be the only objective and not the real need for counseling students?

- Will money ($20 for every tenth grade pupil) supplement and not supplant certain existing counseling services?

- Are there sufficient bilingual counselors to service bilingual students?

- What procedures will be established to assure the quality and content of counseling services?

- Does the school district have a policy that supports counseling services for language minority and ethnic background students?

CLASSROOM TEACHER INSTRUCTIONAL IMPROVEMENT PROGRAM

References: Section 44700, et seq. of the Education Code
See Section 43 of Chapter 498/83

Proposed Reform

- Beginning in 1984-85, teachers, acting individually or in groups, can receive grants to improve the quality of instruction.
- Grants are intended to supplement, rather than to supplant, regular instructional activities.
- Grant recipients must be permanent full-time or mentor teachers whose primary duty is classroom instruction in a regular public school system.
- A committee to review grant proposals is to be set up in each district.
- The committee is to be made up of teachers who are eligible as grant participants and who have been selected to serve on the committee by other teachers in the district.
- The committee will present a recommendation for allocation of the district's funding entitlement to the governing board.
- The governing board may award any amount, not in excess of $2,000 per fiscal year.
- Each district may receive a reimbursement for administrative costs, not to exceed 5 percent of the total funding allotment.

Equity Issues

- How will the quality of instruction focus on the underachieving student? on the English dominant ethnolinguistic underachieving student?
- Will the committee to review grant proposals be representative of language minority and ethnic school communities?
- Will grants proportionately address language minority and ethnic student needs?

PUPIL PROMOTION AND RETENTION

References: Section 48070 et seq. of the Education Code
See Section 81 of Chapter 498/83

Proposed Reform

- The governing board of each school district and each county superintendent of schools shall adopt policies regarding pupil promotion and retention. (Refer to Student Discipline pp. 12-13.)

Equity Issues

- Is the policy and practice of the school district regarding pupil promotion and retention fair, consistent, and equitable? Is it made known to all schools, teachers, and parents?

- What is the philosophy (belief) underlying the retention policies and practices? Do they take into account the root causes of violence and misbehavior in schools?

- Is there an over representation of ethnic groups in the retention cases? If so, why?

TEACHER TRAINEES

References:	Section 44325, et seq. of the Education Code See Section 25.5 of Chapter 498/83 Section 44830.3 of the Education Code See Section 45 of Chapter 498/83

Proposed Reform

- Teacher trainee certificates for grades 9-12 are to be instituted and will be valid for two years.

- Persons wishing to provide classroom instruction to pupils in these grades, as teacher trainees, must possess a baccalaureate degree, pass a basic skills proficiency test and appropriate subject matter examinations in order to apply for the teacher trainee certificate.

- Teacher trainees are authorized to teach in the subject areas in which they completed an undergraduate academic major or minor.

- Certificated teacher trainees are to receive the guidance, assistance, and supervision of certificated mentor teachers.

- The Commission on Teacher Credentialing may suggest models of professional development for teacher trainees to include provisions for collaboration between school districts and accredited institutions of higher education.

Equity Issues

- Are tests such as the CBEST the most effective process for determining the capability of prospective teachers?

- Given the need for bilingual applicants, what provisions will be given special consideration in view of the need of bilingual teachers?

- Will the selection committee for identifying and selecting teacher trainees include bilingual teachers?

- Will the process for the selection of teacher trainees be guided on student needs rather than teacher availability?

- Based on the sociocultural characteristics of the student body, how will the teacher trainee selection process address the school/district needs?

CALIFORNIA MENTOR TEACHER PROGRAM

References: Section 44490, et seq. of the Education Code
See Section 26 and 28 of Chapter 498/83

Proposed Reform

- The Mentor Teacher Program is intended to encourage teachers currently employed in public school systems to continue to pursue excellence in the profession.

- The program is intended to provide incentives to teachers of demonstrated ability and expertise in order to encourage them to remain in the public school system.

- The program also proposes to restore teaching to a position of primary importance within the structure of the State educational system.

- Beginning in 1983-84, a program for selection and designation of mentor teachers is to be undertaken through a local selection process.

- The selection process is to involve teachers, administrators, parents, pupils, and other public representatives with final selection made by the local governing board.

- Mentors are to be: 1) credentialed classroom teachers with permanent status, 2) have a substantial recent experience in the classroom, and 3) have demonstrated exemplary teaching ability.

- School districts are authorized to designate up to 5 percent of the certificated teachers of the district as mentors.

- Mentor teachers are to receive a stipend of $4,000 which is not to be counted as salary for purposes of calculating employer contribution rates or employer benefits under the State Teachers' Retirement System.

- The mentor may propose that all or part of the stipend be put toward professional growth or release time.

Equity Issues

- Will bilingual instructional services for students and other special needs of students be a priority item in the selection process of mentor teachers?

- Will the selection of mentor teachers reflect student needs, e.g., teachers' success in improving the academic achievement of ethnically diverse students?

- Will the committee for the selection of mentor teachers address student priority needs, bilingual teacher shortages, and select sensitive and professionally prepared teachers to meet ethnically diverse student needs?

SPECIALIZED SECONDARY PROGRAMS

References: *Section 58800, et seq. of the Education Code*
See Section 112 of Chapter 498/83

Proposed Reform

- Establishment of specialized high schools in the State, to provide advanced instruction and training in high technology and performing arts, is provided.

- Beginning in 1984-85, districts or consortia of districts may submit proposals for funding of schools with specialized curricula for pupils in grades 9-12.

- The Superintendent of Public Instruction is to allocate funds for the start-up costs of the specialized secondary programs.

- Model curricula is to be developed by faculty members providing instruction in specialized programs. This curricula is to be disseminated statewide.

- Noncredentialed persons possessing unique talents and skills, may be selected to teach in the specialized programs provided they are issued a certificate of clearance by the Commission on Teacher Credentialing within 60 days of employment.

Equity Issues

- Will specialized fields also include: bilingual education, the gifted ethnic student, English dominant ethnolinguistic underachieving students, approaches for student progress, preventive strategies to lessen student dropouts, cross-cultural communication strategies, and needed specialization to reach the needs of linguistically and culturally diverse students?

- How will specialized secondary programs address:

  High technology as it relates to ethnically diverse students?

  Futures studies and the world of work in the 1990's?

  Noncredentialed teachers with special skills to incorporate talented personnel who can successfully impact the achievement of ethnic and linguistically diverse students?

GRADUATION AND CURRICULUM REQUIREMENTS

References: Sections 51225, 51225.3 and 51225.4 of the Education Code
See Sections 93, 94 and 95 of Chapter 498/83
Section 226 of Chapter 498/84

Proposed Reform

- Beginning with the 1986-87 school year, graduation requirements for high school course work are set out as follows:

  1. at least 3 one-year courses in English,
  2. at least 2 one-year courses in mathematics,
  3. at least 2 one-year courses in science, including biological and physical sciences,
  4. at least 3 one-year courses in social studies, including U.S. history and geography; and American government, civics, and economics,
  5. at least 1 one-year course in fine arts or foreign language,
  6. at least 2 one-year courses in physical education, unless exempted,
  7. other course requirements as established by the governing board.

- Districts may adopt alternative means for students to complete the prescribed course of study, either through practical demonstration of skills and competencies, supervised work experience, independent study, credit earned at a post-secondary institution, or other means.

Equity Issues

- Do graduation requirements allow course subject matter to be taken in a language other than English?

- What will be the standard for each subject area? Seventh grade level? Ninth grade level?

- Based on the standards, what should be the preliminary preparation that students should have to succeed in the K-3 level? K-6 level? K-8 level?

- What effects will these requirements have on poorly prepared underachieving students? on language minority students? What will be done?

- Will these requirements have negative effects and push out students?

- What measures will be taken to counsel, guide, and assist those who do not meet the requirements? For example: what steps will be taken to offset the social effects? the psychological effects? the economic effects?

- What are the legal implications for providing the necessary teachers and other necessary resources in order to fulfill these State requirements?
- How can law suits be prevented when there are students who have not been provided with the necessary preparation to comply with the graduation requirements?
- Having 1,040 different graduation standards in the State of California, will districts and schools with greater resources and academic expectations lead to double standards and inequality between low achieving and low income districts and high achieving and wealthy districts?

STUDENT DISCIPLINE

References:	Sections 48260.5 and 48900, et seq. of the Education Code See Sections 82 and 90 to 92, inclusive, of Chapter 498/83

Proposed Reform

- The governing board of each school district is to adopt policies regarding pupil promotion and retention.
- Upon initial classification as a truant, notice is required to the pupil's parent or guardian that: 1) the pupil is a truant, 2) that the parent or guardian is obligated to compel the attendance of the pupil at school, and 3) parents failing to meet this obligation may be guilty of an infraction.
- The school district must also inform parents or guardians of: 1) alternative educational programs available in the district, and 2) the right to meet with appropriate school personnel to discuss solutions.
- Continuation education schools are to be established to: 1) provide an opportunity for students to complete academic courses, 2) provide instruction with an occupational orientation, and 3) provide a program to meet the educational needs of each pupil including independent study, regional occupational programs, work study, career counseling, and job placement services.
- Students are to be recommended for suspension or expulsion if: 1) causing or threatening physical injury, 2) possessing a firearm, knife, explosive or other dangerous weapons, 3) unlawfully selling a controlled substance, alcoholic beverage, or intoxicant, 4) committing robbery or extortion, 5) damaging property, 6) stealing, 7) using tobacco (except as permitted by the local governing board), 8) committing an obscene act, 9) selling drug paraphenalia, and 10) disruptive school activities or willfully defying the valid authority of supervisors, teachers, administrators, school officials, or other school personnel engaged in the performance of their duties.

Equity Issues

- The proposed policies are punitive in orientation and do not address preventive action before the problem occurs.
- Parent involvement in dealing with student discipline is after the fact or after the student has been labeled a problem or truant.
- If the governing policies of school districts are not equitable with respect to criteria and practices, district policies can be designed to push-out students as opposed to address the conditions contributing to student discipline.
- If by third grade students are underachieving and continue to underachieve by high school, what can be projected with respect to student discipline? What about the need to examine and take action on the structural conditions that contribute to underachievement and the self-fulfilling prophecy?
- In counseling and working with the parent and student in the prevention process, will the primary language and/or language mode of the community be utilized to assure equal treatment?

STAFF DEVELOPMENT

References:	Section 44680, et seq. of the Education Code See Sections 32 and 33 of Chapter 498/83 Item 6100-191-001, Budget Act of 1983 See Chapter 324/83

Proposed Reform

- The purpose of this action is to establish teacher education and computer centers to provide functions previously provided by the State school resource centers and the professional development and program improvement centers.
- The Superintendent of Public Instruction is to establish 15 or more teacher education and computer centers to provide staff development resources to all parts of the State.
- Staff development resources are to be provided in all curriculum areas, but especially in mathematics, science, technology, and other curriculum areas for which there are identified shortages of teachers.
- The resources are to be provided through the centers in cooperation with institutions of higher education, business, and industry.
- The teacher education and computer centers are to provide the following: 1) training for classroom teachers and school staffs, particularly in promoting instructional improvement, developing program content, and assessing student outcomes; 2) assistance in developing on-site staff development programs; and 3) training of teachers in the use of computer equipment and software, and in the evaluation of computer-related materials.

Equity Issues

- ° Nothing is mentioned in Teacher Education Center (TEC) relating to bilingual teachers and linguistically and ethnically diverse student's needs. Will these areas be developed?
- ° Will staff development/teacher training address the needs of language minority and ethnically diverse students?
- ° The shortage of teachers for language minority students is not addressed.
- ° Specialists (teachers) to deal with dropouts and underachieving students is not mentioned.
- ° Priority areas of training is not really focused on the language and culture of language minority students or linguistically and ethnically diverse student issues and concerns.

SCHOOL IMPROVEMENT

References: Sections 52048 and 52049 of the Education Code
See Sections 98-99 of Chapter 498/83

Proposed Reform

- ° Equalization and simplification measures of school improvement programs are attempted by allocating $100 per K-6 grade pupil, effective 1984/85 fiscal year.
- ° This amount is to be adjusted in 1985/86 as follows: The product of $100 is adjusted for increases in base revenue limits for unified school districts with over 1,500 units of average daily attendance, and is to be multiplied by 80 percent of the current year enrollment in K-6.
- ° Any district receiving less than this computed amount in the prior year is to receive a cost-of-living adjustment, not to exceed the amount as computed above.
- ° The governing board of a school district may allocate funds to schools as needed for operation of school improvement programs, providing any school is not reduced to less than 80 percent of the computed amount.
- ° Remaining unallocated funds may be allocated by the Superintendent of Public Instruction to school districts on an application basis. However, total allocated funds to any school district are not to exceed the amount computed above.
- ° Planning requirements may be waived if the school district certifies that funds will be utilized effectively without preplanning.
- ° Beginning July 1, 1984, schools receiving funding for grades K-6 may use the funds in any approved school for K-8 pupils.

Equity Issues

- How will the allocation of resources for language minority students, ethnically diverse underachieving students be addressed?
- How will fiscal accountability in serving all students be addressed to assure equity?
- How will the monitoring of funds, both ADA and categorical, be undertaken to assure maximum use of resources?

SB 813 RECOMMENDATIONS

The SDSU NOD Lau Center supports the primary purpose of the SB 813 to upgrade the quality of education and promote higher levels of achievement for students in California. However, there are several major areas which need to be amended to address the unique educational needs of the ethnically diverse students and the lack of organizational support for bilingual teachers who provide services for ethnolinguistic students.

Throughout our recommendations, we wish to stress the overwhelming need to emphasize that reform begins at the K-3 level. Failure to focus at the K-3 level can only mean a band-aid approach to equal educational opportunity.

The results of the 1981-1982 California Assessment Program suggest that by the third grade 80 percent of Hispanic and Black students are already reading below grade level (California State Department of Education, 1982). More alarming are the demographic trends that point to the fact that the number of ethnically diverse students attending public schools have increased from 32.0 percent in 1977-1978 to 43.6 percent in 1981-1982, and are projected to reach 50 percent in the 1985-1986 school year. While public schools in California are, at best, adequately meeting the needs of White students, they are failing dramatically to specifically address the needs of ethnically diverse students. Recommendations that need to be considered are:

Minimum Graduation Requirements

Given the present demographic trends which suggest that language minority students will become the majority students by 1990 in California and achievement data that reveals significant underachievement of ethnically diverse students (SDE, CAP Data, 1981-1982), the need to reform instructional services is imperative. Therefore, the proposed minimum graduation requirements have significant implications for ethnically diverse students. It is recommended that the curriculum programs be designed to address the particular needs of language minority and ethnically diverse students as they undertake the curriculum requirements of California. Other recommendations include the following:

1. For students who are limited English proficient (LEP), basic subjects must be taught in the language they understand. Before this can be accomplished, the leadership of the State Department of Education must internalize the educational research that supports the need for first language instruction in the basic subjects (math, science, social studies, etc.) as well as language development through conceptually designed and sequential English as a second language program.

2. High standards in personnel, curriculum, and materials should at least be equal to the English counterpart. Not to abide by this is to establish a double set of standards, one striving for excellence and the other dooming LEP students for failure.

3. The overall curricula must address the social, human relation skills, and the development of critical thinking. The facility to relate, understand, and to communicate with others is vital in the world of work. As tension, stress, and conflict increases in society, academic and intellectual skills need to be complemented by human and social literacy skills.

4. Bilingual linguistic proficiency and cross-cultural competence are imperative in our economy and global survival. The ability to understand, speak, write, and read in another language is a must for the future. While English proficiency is imperative in our economy, it must not be the only desired linguistic proficiency. Monolingualism as the only vehicle for school instruction in the midst of a multilingual and culturally diverse society and world is ethnocentric. Failure to develop competent and bilingual people will lead to the decline of our nation's economic power in the world.

5. Learning to learn skills need to be emphasized at the K-3 level. Learning is a life long process and not limited to the schooling experience. Parents and schools need to work together and instil a positive learning attitude in the minds and hearts of K-3 students, and progressively nurture this attitude beyond the high school years. In addition, youth leadership, as demonstrated in service to the community or school through volunteer projects, needs to be recognized as accomplishments worthy of merit.

6. While academic excellence and achievement are uppermost in our minds as educators and parents, high moral values are equally important for our students as they enter the world of work and competition. Our curricula needs to stress high moral values, such as justice, honesty, and exemplary conduct.

Increase Minimum Instructional Time

Time can be measured from the point of view of quantity and quality. There is danger that more time may be given to the same old nonrelevant and meaningless curriculum. Thus, we recommend that more attention be given to the quality of instructional time, supported by a curriculum that is relevant, culturally, and linguistically meaningful to language minority and ethnically diverse students, and provided by competent bilingual teachers and staff. Increase of instructional time is superficial unless it is supported by the following factors:

1. School administrative leadership dedicated to achievement and understanding of the needs and solutions of underachievement.
2. A leadership that foresees demographic trends and adjusts to maintain high levels of achievement, and a leadership that has a vision of the 21st century.
3. Relevant and field based teacher training that prepares educators to teach students who are ethnolinguistic and ethnically diverse. Training needs to include first and second language acquisition. Such training needs to begin with the undergraduate and must include field work with language minority students. Training that weeds out potential teachers who cannot adjust to working with ethnically diverse students before they are in the classroom causing social, educational, and psychological harm to students.
4. Credentialing programs that provide short and long range assistance, evaluation, and monitoring to ensure quality teachers and capable administrators.
5. Ongoing inservice training to nurture professional development at each school site is imperative in the midst of the informational era. School districts should assume the responsibility of setting up inservice training for school personnel and administrators in cooperation with institutes of higher education. This training should improve leadership skills to emphasize achievement and curricula reform rather than curriculum management. Furthermore, there should

be a focus on understanding and meeting the needs of language minority students for all classified and certificated staff. Since all students generate ADA and other monies and they have a right to these funds for their education, inservice training should review fiscal policies.

6. Curriculum and materials should meet the needs of all children and provide them an equal educational opportunity. National origin, race, and sex educational equity should permeate the curriculum and materials. All curriculum should be geared for a high quality education and academic achievement. Education for language minority students should contain the same achievement goals and objectives. All faculty and staff should know that quality education and achievement are the goals of the school, and they also should be aware of their roles in meeting these goals and objectives.
7. School climate for learning should be a priority for every school. The school must have a close partnership with parents in developing a process that will lead to a safe and orderly school. Parents, teachers, administrators, classified staff, and students should be aware of the rules and their enforcement.
8. School and teacher expectations should be geared at grade level or better performance for all students, regardless of family background or origin.
9. A constant process of monitoring and evaluating student performance is imperative. All students at the K-3 level should be closely monitored to assure that they have acquired the basic learning skills.

Instructional Materials Funding

The Instructional Materials Fund must give high priority to the allocation of bilingual materials. The absence of core curriculum for LEP students can only lead to the perpetuation of academic inequality.

California Assessment Program

Our society, especially our educational system, is overly concerned with testing. This area is plagued with many critical issues, such as test biases, content validity, and reliability. The proposed legislative package relies too heavily on one instrument, the California Assessment Program, to properly assess students in our public school system. We recommend a multidimensional approach that involves other processes and measures through a team of assessors, including parents, teachers, and principals. The CAP test becomes one instrument in such a process and should also be administered in language(s) other than English for significant languages. Other district test scores should be used to cross-reference CAP scores.

Student Discipline and Promotion

Great caution must be taken concerning the expulsion, the suspension, and the promotion of linguistically and ethnically diverse students. Historically, ethnically diverse students have been discriminated in our school system. This section, therefore, poses a potential vehicle for continuing discriminatory practices. To much authority is given to the district and the teacher with regards to the final say in the suspension, expulsion, and promotion of students. We, therefore, highly recommend that the rights of students be properly protected by guaranteeing assurances and an appeal process throughout this section. Parents also must be fully involved in the process of determining the fairness of the decision in the students' suspension, expulsion, and promotion. The district must consult with a team of parent(s), counselor(s), and principal; while giving the student(s) the opportunity to explain their point of view. The final decision is to be made by the team which is to include an appeal process for students.

Teacher Salaries

More money for teachers does not guarantee better teaching. We, therefore, recommend a strong credentialing program that reflects the need for teacher training, eliminating potential teachers who may hurt children by their negative attitudes, inherent negative disposition, or lack of language skills as they impact language minority students.

The credentialing program must institute a process by which prospective teachers and administrators are provided with field experiences in working with language minority students and ethnically diverse students, before they are credentialed.

During the probationary period prior to tenure, the teachers should be assessed as to their ability to work and teach these students. Quality of instruction should be closely cross referenced with student academic achievement and progress, while rewarding teachers for their services.

Reform in Dismissal Procedures

Although there is need for reform in the matter of dismissal procedures, there are several legal issues that need to be corrected to provide a sense of fairness to the teacher. These legal issues include the following:

1. Concerning the dismissal for incompetence or unprofessional conduct, there must be proof that the district has assisted and tried to help the teacher.
2. In regards to a hearing by an administrative hearing officer instead of a three-member Commission for Professional Competence, there is some unfairness if the person is a district employee.
3. It is contrary to a person's legal rights under the Constitution if the superior court appeal is based on the transcript of administrative hearing rather than on new evidence.
4. To require the use of administrative discovery rather than civil discovery is liable to a biased, subjective opinion, and not based on fact.

Fiscal Accountability

There should be more monitoring of ADA and categorical funds. ADA State funds should be more fairly allocated within school districts and categorical funds should be added on, not supplanted. The School Finance Project studies at SDSU show that districts are supplanting funds, and as a result of this, should be a priority focus.

CONCLUSION

It is important for educators, parents, and students to become knowledgeable and well versed in the contents and implications of the major sections of this legislation and its possible effects on students. Although SB 813 is a significant breakthrough in educational reform, the following concluding questions need to be addressed:

1. What provisions are being made to ensure a systematic and sequential integration of K-6 grade levels with the junior and senior high grade levels?
2. How is equity for language minority students being addressed by this legislation?
3. Will current research on child development, student learning, and motivation be integrated into the student discipline section of SB 813?
4. How does this legislation address the root causes of disorderly behavior in the classroom? Given these causes, what are the preventive measures to provide a positive environment in the classroom?
5. How are support systems for the underachieving students being clearly delineated and developed by SB 813?
6. How will the financial provisions for a few, selected, and specialized teachers provide the mechanism to produce better, committed, and dedicated teachers to address the problems of student underachievement?
7. As we prepare our students to succeed in a demanding future society, how does the present legislation address the following needs:
    - Preparation of students to cope with global future issues?
    - The development of human relations skills?
    - Knowledge and development of cross-cultural competencies to be proficient and articulate in international affairs?
    - The implementation of the instructional use of the primary language for limited English proficient students?

SB 813 provides educators, parents, students, and concerned individuals with an opportunity of initiating educational reform at the local, regional, and State levels. Nevertheless, the California Legislature and the State Superintendent of Public Instruction, Bill Honig, must take additional steps to provide a comprehensive educational reform that will impact a large number of ethnic background and underachieving students. It is up to us now to be part of this movement.

GARVEY EDUCATION ASSOCIATION

1441 E. Valley Blvd., Alhambra, California 91801 • (213) 576-2488

February 20, 1985

Congressman Augustus Hawkins
Sub Committee on Elementary,
Secondary and Vocational Education
Attention: Jack Jennings
B346C Rayburn House Office Building
Washington, D.C. 20525

Dear Sir:

I understand that you are accepting statements of concern about the proposed federal budget cuts to education, in addition to testimony from various spokespersons at committee hearings currently being held around the country. Therefore, I am submitting a statement for your consideration:

> Congressman Hawkins, honorable members of the Committee, friends of education. My name is Lawrence C Walsh. I am a teacher and a CTA chapter president.
>
> It seems these days that a lot of people are defending their viewpoints with quotations from the scriptures. Alas, I was not as resourceful as some in finding scripture to support my contention that only through education can America hope to remain the land of the free. Hence, I had to make up my own quotations:
>
> A nation that spends more on the consumption and health related problems of tobacco than on the education of its children is a nation in trouble.
>
> A nation that spends more on alcoholic beverages than on the needs and education of children is a nation at risk.
>
> A nation that spends more to house prisoners than to educate students is a nation which has lost sight of its priorities.
>
> A nation which routinely chooses to defend freedom with bombs and missiles at the expense of education and the public welfare is a nation at war with itself.
>
> A nation that realizes its primary responsibility as educating its citizenry has attained wisdom and maturity.

On behalf of my colleagues and of the communities in which I work and live, thank you for conducting hearings on the potential effects on education that could result from the Administration's proposed budget for education. I know that I told you in person my impression of the hearing you conducted here in Los Angeles, but allow me to again tell you how impressed I was with the Committee's obvious desire to hear what the people had to say. I sat riveted in my chair for six hours because, like you, I was impressed with the knowledge and sincerity of the witnesses and the humor and dedication of the audience.

Sincerely,

Lawrence C Walsh

An affiliate of the California Teachers Association and National Education Association

TED SANDERS
Superintendent of Public Instruction

STATE OF NEVADA

Capitol Complex
Carson City, Nevada 89710

DEPARTMENT OF EDUCATION

February 15, 1985

The Honorable Augustus Hawkins
Chairman, House Education and Labor Committee
2181 Rayburn House Office Building
U.S. House of Representatives
Washington, D.C. 20515

RE: Field Hearing, Los Angeles,
California, Feburary 16, 1985

Dear Chairman Hawkins:

The chairman and members of the House Education and Labor Committee are to be commended for holding regional hearings. I regret not being able to appear in person to respond to questions from the committee. As you deliberate on the matter of education and the federal role, I ask you to please consider these recommendations from the Nevada point of view. My comments will be limited to three general categories.

1. Adequate funding is always a concern associated with federal education programs. We recognize the economic constraints against full funding of all programs but ask that consideration be given to appropriate minimal funding efforts for small states. For example, in Nevada during fiscal year 1984 7,900 students were served in Chapter 1. This represents 60% of students eligible for service. Another example is the Education for Economic Security Act, a well conceived and timely piece of legislation; it will provide approximately $450,000 to the entire State of Nevada. This sum will probably only serve to begin to meet the need of the problems so well articulated in the act. We support prudent use of funds for the administration of federal programs. Nevada spent two percent of its Chapter 2 allocation for state administration purposes. The balance of the states twenty percent set aside is directed to programs of statewide service. Ninety-eight percent of the state's allocation goes to support school district needs. The committee is urged to consider the minimum guarantee amounts for small states in areas related to total state allocation and administration costs for state agencies. Small

An Equal Opportunity Agency

states are no less responsible for the oversight and technical assistance requirements of federal legislation.

2. The congress generally, and this committee in particular, has consistently created legislation of high moral purpose, vision and worthy intent. Unfortunately, in far too many instances the administrative and regulatory burden of the program obscures legislative goals and become obstructions to achieving the objectives of the program. In this regard, the need for reform in the audit review and resolution process is critical. Activities related to the audit of federal education programs are disruptive, destructive and a drain on the already inadequate appropriations. Therefore, we recommend that the committee pursue legislation that will address this problem and further, that such legislation clearly establish that the paramount criterion for any audit mechanism applied to education programs is the programs success in meeting the needs of the target population. Violations of fraud, waste or abuse should be vigorously pursued but rigid technical standards imposed by the executive branch should be eliminated.

3. We support a federal role in education. Clearly there is a need for national leadership in many areas of education. Nationwide statistics, teacher shortages, civil rights, technology, science, and future manpower needs are examples of education related issues that require comprehensive national policies. We also support state and local government decision-making. Their autonomy and ability to remain free to address local problems and meet local challenges is essential to the vitality of the republic. We recommend that the committee remain sensitive to this delicate balance.

Mr. Chairman, members of the committee thank you for the opportunity to present our point of view. Again, I commend you for conducting these hearings.

Sincerely,

Myrna Matranga

Myrna Matranga, Ed.D.
Acting Superintendent of
Public Instruction

MM:AR:ms

WRITTEN TESTIMONY OF JANE M. BOEHRER
FOOD SERVICES DIRECTOR, SAN DIEGO UNIFIED SCHOOL DISTRICT
SAN DIEGO, CALIFORNIA
FOR
REP. AUGUSTUS HAWKINS
HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

FEBRUARY 16, 1985

Thank you, Congressman Hawkins, for introducing H.R. 7, a beam of hope for the school lunch and breakfast programs. Child nutrition programs were considered as vital to our national security following malnutrition problems encountered in youth during World War II. The school programs for children have been under almost continued seige in recent years and their ongoing viability is seriously threatened. Your H.R. 7 works to restore the availability of nutritious meals to deserving children.

Now the Senate 1986 federal budget proposal threatens further cuts to these important programs. Many districts cannot endure this added blow. A program dismantling is in process with consequences and ramifications impacting children, education, agriculture, and industry.

This report is written to provide you with facts and figures from a major city district food service program, San Diego Unified School District. This data may be helpful to you as you sponsor H.R. 7 and may assist also in shedding light on the impossible burden the Senate version of the federal budget would impose.

Fact I School child nutrition programs are already deeply hit by federal budget cuts:

- Federal cuts of 1981 struck the San Diego district food services program by an estimated $750,000, almost 5½% of the food services budget.
- Federal cuts of 1982 struck the same operation for an estimated $1,900,000, almost 12% of the food services budget.
- Federal cuts planned for 1986 will strike an added blow, a projected $990,000, almost 5% of the food services budget.

Present value of dollars and budget growth track closely; accordingly we are talking about a 5½% cut growing to a 17½% cut and potentially jumping to a 22½% cut, all in a five-year span of time.

'act II Cuts in funding do not translate only to those children targeted; cuts translate to all children because the economic viability of each individual district food service operation is crippled, then destroyed.

- A 1981 15¢ meal price raise in San Diego, precipitated by federal budget cuts, lost a minimum of 23% full-pay (Stockman's 'higher income') children and 6.8% of reduced-price children from the program. Just who is needy?

Fact II (continued)

- A strong participation is essential to keep the program going. Participation by Stockman's 'higher income' child effectively subsidizes the needy child.

Participation drops injure the financial viability of the individual operation because the fixed cost element of a school meal operation must be covered by a smaller meal count base. Such higher unit costs lead to further price raises. The cost/price spiral moves upward. Break-even capability withers Fixed costs can no longer be covered; the program operation is decimated.

Fact III School child nutrition programs support the agricultural strength of the nation.

- The market value of surplus commodity foods used annually by the San Diego Unified School District food services operation approximates 2½ million dollars.
- The San Diego Unified School District food services operation currently purchases approximately 5 3/4 million dollars annually in food.

Fact IV The nation's industry and labor economy is strengthened by the existence of school child nutrition programs.

- The San Diego Unified School District food service food dollar pumps 5 3/4 million dollars of the above annual 8 1/4 million dollars directly into the food industry economy.
- The San Diego Unified School District food services labor dollar pumps 9 million dollars into the labor economy.
- The San Diego Unified School District supply and equipment dollar pumps 1¼ million dollars into these respective industry economies.

Fact V Without these programs, children go hungry.

- I and other staff in the district are prepared to testify of the children who depend upon these important school child nutrition programs for food. Throughout our district, economically deprived, latch-key, and ill-parented or neglected children go hungry without the school lunch and breakfast programs.

Fact VI Hungry children cannot learn.

- Studies have demonstrated a definite connection between nutrition and learning. "You can't teach a hungry child" is a proven fact. What logic would handicap learning through withdrawal of Child Nutrition Programs when recent studies such as "A Nation At Risk . . ." by the National Commission on Excellence in Education call for a renewed commitment to education as a national priority.

School child nutrition programs were formed by Congress thirty-nine years ago to safeguard the health and wellbeing of the nation's children and to provide a reliable market outlet for the nation's farm surplus. They continue to serve their purposes well we believe.

These pages from our one district provide succinct information that, we hope, serves to project a picture of the full nationwide impact of these important school child nutrition programs.

Thank you.

JMB:mc
1/29/85

TEST3

CALIFORNIA STATE DEPARTMENT OF EDUCATION
721 Capitol Mall
Sacramento, CA 95814

Bill Honig
Superintendent
of Public Instruction

February 13, 1985

Honorable Augustus Hawkins
House Education and Labor
Committee
2181 Rayburn
House Office Building
Washington, D.C. 20515

Dear Congressman Hawkins:

Please enter the enclosed information into the record of your committee hearings on Education.

The agenda in Los Angeles was filled and we were unable to present them there.

Sincerely,

John R. Schaeffer, Director
Migrant Education Office
(916) 324-1556

JRS:cp

Enclosures

PROGRAM FOR MIGRANT CHILDREN'S EDUCATION:

A National Profile

NATIONAL ASSOCIATION OF STATE
DIRECTORS OF MIGRANT EDUCATION

NATIONAL ASSOCIATION OF STATE DIRECTORS OF MIGRANT EDUCATION

PROGRAM FOR MIGRANT CHILDREN'S EDUCATION:
A NATIONAL PROFILE

Prepared by:

Kathleen C. Plato, Ph.D.

Supervisor, Testing and Evaluation Unit
Washington State Superintendent of Public Instruction
Olympia, Washington

December, 1984

Acknowledgments

The report was produced with the support and assistance of many organizations and individuals. Credit must first be given to the National Association of State Directors of Migrant Education (NASDME). The Executive Committees of 1983 and 1984 made every effort to support and contribute to this project. The state directors and program evaluators who contributed information, verified data and responded to frequent requests for assistance deserve special thanks.

Two units within the office of the Washington State Superintendent of Public Instruction supported this project with donations of staff time, computer services, clerical assistance and support service. These are the Testing and Evaluation Unit and the Migrant Education program office. Raul de la Rosa, Washington State Migrant Education Program Director deserves special recognition for initiating this project.

The assistance of Mr. Winford "Joe" Miller, Director, and the staff at the Migrant Student Record Transfer System also must be acknowledged. The data for Section One of the report was drawn from the MSRTS data base. Troy Rinker and Max Dyer of MSRTS contributed to the review of the report and frequently supplied information and data.

The work of two individuals needs to be cited. Cassandra de la Rosa assisted in the review of data from state reports. Vicky Bowdish supervised the production of the multiple drafts of this report in its early stages. Final draft copies were produced by the Word Processing Office of the Washington State Superintendent of Public Instruction.

Four state agencies provided editorial services or comment, Washington, Idaho, Maryland, and Georgia. Printing services and paper cost have been provided by the Southeast Idaho Migrant Education Resource Center in Rupert, Idaho. Carolyn Reeves, Idaho State Migrant Education Program Director, deserves special recognition for her coordination efforts and for assistance bringing this report through the final stages of production.

The distribution and mailing of this publication has been provided by the Interstate Migrant Education Council, a special project of the Education Commission of the States, Denver, Colorado.

Overview

Program for Migrant Children's Education

Migrant laborers live and work in all 50 states, Washington D.C., and Puerto Rico. The children of these workers face a myriad of academic, health, and social problems due to the mobile nature of this labor force. The educational development of these children continues to be a major concern. English is often a second language. The drop out rate is high and in many cases, the migrant student is also a migrant worker.

Educational opportunities for migrant children were minimal until the passage of the Elementary and Secondary Education Act (P.L. 89-10) in 1965. This legislation authorized federal funding for the purpose of "establishing or improving state migrant education programs designed to meet the special educational needs of migratory children..." Since its inception, the education program for the children of migratory workers has evolved from a scattering of tutorial projects to an interstate network that involved over 600,000 children each year.

Congress revised education funding in 1982 with the passage of the Omnibus Budget Reconciliation Act. This legislation contained the Educational Consolidation and Improvement Act (ECIA) which extended compensatory education funding established under ESEA Title I. The current federal enactment authorizing migrant education programs is ECIA Chapter 1-Migrant (P.L. 97-35).

Administration at the Federal and State Level

The migrant education program is administered at the federal level by the U.S. Department of Education, Office of Migrant Education. This office channels federal funds through state education agencies (SEAs) for distribution to approved local programs. In fiscal 1982, the grant awards to 44 states totaled $232,434,580.

The implementation of programs that transcend state boundaries takes the concerted effort of state level administrators. In migrant education, this group is the National Association of State Directors of Migrant Education (NASDME). Founded in 1975, this group facilitates interstate programming, planning, and communication among state administrators, educators, and migrant parents.

The 51 currently operating programs are diverse--varying in size, scope, and duration. The development of state programs, however, has been guided by a set of common goals developed by NASDME. The following eleven statements form the goals for state and local programs and are extremely important in promoting educational continuity and coordination. The goals suggest that migrant education programs foster:

1. Specifically designed curricular programs in academic disciplines based upon migrant children's assessed needs;
2. Success-oriented academic programs, career options and counseling activities, and vocational skill training that encourages migrant children's retention in school and contributes to success in later life;
3. Communication skills programs which reflect migrant children's linguistic and cultural backgrounds;

4. Supportive services that foster physical and mental well-being, for migrant children's successful participation in the basic instructional programs, including dental, medical, nutritional, and psychological services;

5. Programs developed through interagency coordination at the federal, state, and local levels;

6. A component for meaningful migrant parent involvement in the education of their children and in which the cooperative efforts of parents and educators will be directed toward the improvement of migrant children's academic and social skills;

7. Staff development opportunities that increase staff competencies in the cognitive, psychomotor, and affective domains;

8. A component to identify and enroll all eligible migrant children;

9. Preschool and kindergarten programs designed to meet migrant children's developmental needs and prepare them for future success;

10. Development, evaluation, and dissemination of information designed to increase knowledge of program intent, intra- and interstate program development, the contribution of migrants to the community, and the overall effect of the program; and

11. The assurance that sequence and continuity will be an inherent part of the migrant child's education program through a system which facilitates the exchange of methods, concepts, and materials, and the effective use of the Migrant Student Record Transfer System in the exchange of the student records.

These comprehensive goals serve the legislative mandate that requires the establishment of projects to meet the special needs of the mobile child. The objectives used to reach these goals are elaborated in each state's migrant education plan.

Nature of this Report

The pattern of funding and current federal education policy place the prime responsibility for establishing and accounting for quality programs on state and local education agencies. As program dollars become scarce, migrant educators must examine existing program expenditures related to the size, scope, and quality of programs. Simply stated, concerned publics want to know the services and educational benefits derived from the federal dollars, yet there is no sanctioned method for the collection, analysis, and reporting of state service data.

The education reforms of 1982 were a major step in reducing the complexity and the paperwork involved in federal funding. Another consequence of the "new federalism" was that program evaluation measures devised in the 1970s were deleted from federal program regulations.

There is an increased need for national-level information to describe and evaluate federally funded programs in the allocation process, yet budget cutting measures and policy shifts currently prohibit federal efforts to accomplish this. Therein lies the dilemma.

The National Association of State Directors of Migrant Education faced this problem during an executive session at the Eastern Stream Conference in the winter of 1983. The Executive Committee of NASDME decided that an attempt should be made to produce a profile of the National Migrant Education Program. The purpose was to capture three important aspects of the states' migrant education programs. First, the need for programs had to be described in terms of the number of eligible migrant children. Second, the uniqueness of state programs had to be portrayed. Finally, the extent of service rendered through state programs needed to be emphasized.

Other factors were considered. In keeping with the spirit of paperwork reduction policies, a new data collection effort could not be justified. Furthermore, funding was not available for the project. The profile needed to be produced using existing data sources and in-kind contributions of staff, material, and computer time without burdening state agencies and school districts with additional requests for information.

This special assignment was accepted by the Migrant Education Program, Washington State Superintendent of Public Instruction, Olympia, Washington.

In March, 1983, three data collection matrices were developed and approved by NASDME. Computer files were established for three types of information: (1) state descriptive data, (2) student service data, and (3) student impact data. Information was drawn from existing sources of data including states' applications and end-of-year evaluation reports. The Migrant Student Record Transfer System reports and statistical information from National Education Association profiles also were used.

The review of state reports was completed in six months. A preliminary report of the data and a request for validation of the information took place at the National Migrant Conference in May, 1983. State directors or evaluators updated or corrected reports during the summer of 1983. Preliminary drafts were reviewed by the NASDME Evaluation Committee and approved by the NASDME Executive Committee in November, 1983. The final report was approved by the state directors at their annual meeting in December, 1984.

The chapters of this report are based on the three different kinds of information listed above. Section 1 describes the group of children viewed as eligible for migrant education program services. These data are drawn from the Migrant Student Record Transfer System (MSRTS). Section 2 describes services rendered through state programs. Available data on student services in basic skills and health programs are presented. The final section reviews selected state approaches to program evaluation and student assessment. A summary of migrant program services concludes the report.

Section I

The MSRTS Network and National Enrollment Data

The services of the migrant education program cannot adequately be described without an overview of the extent of the needs at the national level. The most appropriate and complete source of information on eligible students is the Migrant Student Record Transfer System (MSRTS).

The MSRTS is a national computer network which facilitates the transfer of educational and health records among school districts across the nation. To track the number, status, and services provided to these children, the MSRTS relies on input from terminal operators and records clerks in all 50 states. When a migrant child enters a state, is identified, and is deemed eligible, he or she is assigned an identification number on the MSRTS. After a record of information is assembled from eligibility forms, the data are added to the national bank of information in Little Rock, Arkansas. When a family moves from one school district to another to engage in seasonal or temporary agriculture or fishing work, a copy of the child's record is sent to the new school.

There are two types of MSRTS records, the educational record and the health record. Local school district staff use the MSRTS educational record to place the student in the appropriate grade, to diagnose learning problems, or to refer the student to special programs. The health record documents referrals, screenings, immunizations, and medical treatment. As the student moves from school to school and receives a variety of instructional and support services, the appropriate record is updated with current information.

This section presents national data from the MSRTS for the 1981 fiscal year. The figures reported here correspond to two timeframes. Calendar year data are reported for the time period beginning January 1, 1981, and ending December 31, 1981. School year data cover the period from September 1, 1980, through August 31, 1981.

Each state's migrant student population varies as the flow of migrant laborers moves within the state and to other states. The type and timing of various harvests and availability of work determine a workers length of stay. The count of eligible migrant students, therefore, varies by month. The MSRTS produces monthly and cumulative enrollment counts by state. Table 1 lists the peak monthly enrollment, and minimum monthly enrollment by state for the time period September 1, 1980, through August 31, 1981.[1]

By examining peak and minimum enrollments, the extreme variations in state migrant children popuiations can be noted. California had a minimum enrollment that exceeds the combined total of all other states. Fifteen states have months with no [illegible] registrations. Pennsylvania shows a difference of only 1,500 children in maximum and minimum enrollments. States such as Florida, Texas, Ohio, and North Carolina show extreme variations from minimum to maximum as populations swell for peak harvest seasons.

---

[1] The figures for each state, are derived from different months within the September to August time frame. Note that the data shown here and in all other parts of this report are representative of the accuracy and completeness of individual student records provided to the MSRTS.

The five states with the largest migrant student populations based on the calendar year count of [illegible] are: California, Texas, Florida, Washington, and Michigan. On the other end of the scale, the smallest peak monthly enrollments were in the states of New Hampshire ([illegible] students), Rhode Island ([illegible] students), Iowa ([illegible] students), South Dakota ([illegible] students), and Tennessee ([illegible] students). About half ([illegible]) of the states have peak enrollments ranging between 2,000 and 8,000 students.

States with the largest migrant population are not necessarily the states with the largest school populations. States with an agricultural base have the highest migrant student to non-migrant student ratio. Using National Education Association state school population figures for October, 1980, and MSRTS monthly enrollments for that same month, the proportion of migrant students as a part of the total school population can be calculated (Table 3). This is the only month for which figures on the general school population are available.

For some states the fall, specifically October, registered the lowest count of the students all year. These states generally have a strong spring and summer influx, but no late summer harvests. Montana and Wyoming are examples.

Table C

Minimum and Peak Monthly [illegible] Enrollments
September 1, 1980 - August 31, 1981

State	Peak Monthly Enrollment	Minimum Monthly Enrollment
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]

These comparisons also allow an examination of the concentration of migrant children within the general school population of each state in October. Table 3 also lists the number of migrant students per 10,000 students in October. States with the highest concentrations during this month are Texas, California, Florida, Washington, Arizona, and Idaho. It is apparent [illegible]

The various migrant programs are as diverse as the populations they serve. The Texas and Florida programs are large, comprehensive, and operate all year due to their positions as "home base" states. Coastal states such as Louisiana, Mississippi, Alaska, and Washington have the largest number of children of migrant fishers. The school attendance patterns of these children vary from agricultural migrants. States such as Arizona, Wisconsin, and Georgia have high rates of intra-state migration, requiring extensive district and regional coordination, whereas other states such as Utah, Montana, and Delaware experience seasonal migration at specific time periods during the year and design their programs to handle sporadic rather than steady migrant labor shifts.

A view of the migrant streams and the states' migrant student populations is helpful in seeing program/population relationships. Figure 3 illustrates the migrant stream patterns which are impossible to perceive through a statistical review. [illegible]

Table 2

State School Enrollments and Migrant Student Enrollments
October 1980

State	October 1980 School Enrollments	October 1980 Migrant Student Enrollments	Migrant Students Per 10,000 Students
Alabama	844,671	291	3.4
Alaska	87,507	N/A	N/A
Arizona	513,000	3,202	62.4
Arkansas	447,700	2,143	47.8
California	4,055,248	29,344	72.4
Colorado	546,000	616	11.3
Connecticut	547,262	528	9.6
Delaware	99,403	410	41.2
Florida	1,522,000	9,924	65.2
Georgia	1,0[illegible],700	1,101	10.3
Idaho	203,247	1,246	61.3
Illinois	1,980,521	126	.6
Indiana	1,053,501	596	5.7
Iowa	534,538	79	1.5
Kansas	412,563	339	8.2
Kentucky	670,000	719	10.7
Louisiana	790,000	923	11.7
Maine	222,200	697	31.4
Maryland	750,188	177	2.4
Massachusetts	1,018,777	3,656	35.9
Michigan	1,870,912	2,316	12.4
Minnesota	751,197	24	.3
Mississippi	472,300	1,384	29.3
Missouri	844,648	568	6.7
Montana	155,000	0	0.0
Nebraska	280,706	0	0.0
Nevada	149,500	245	16.4
New Jersey	1,249,000	851	6.8
New Mexico	271,331	1,173	43.2
New York	2,855,750	2,492	8.7
North Carolina	1,141,699	1,628	14.3
North Dakota	116,416	16	1.4
Ohio	1,972,000	690	3.5
Oklahoma	578,000	686	11.9
Oregon	465,490	1,401	30.1
Pennsylvania	1,909,800	232	1.2
South Carolina	614,630	65	1.0
South Dakota	128,352	0	0.0
Tennessee	852,914	N/A	N/A
Texas	2,893,000	35,724	123.5
Utah	342,885	357	10.4
Vermont	95,388	398	41.7
Virginia	1,010,394	101	1.0
Washington	756,583	4,880	64.5
West Virginia	383,998	0	0.0
Wisconsin	832,844	220	2.6
Wyoming	98,304	0	0.0

N = 47

NATIONAL MIGRATORY PATTERNS 1981

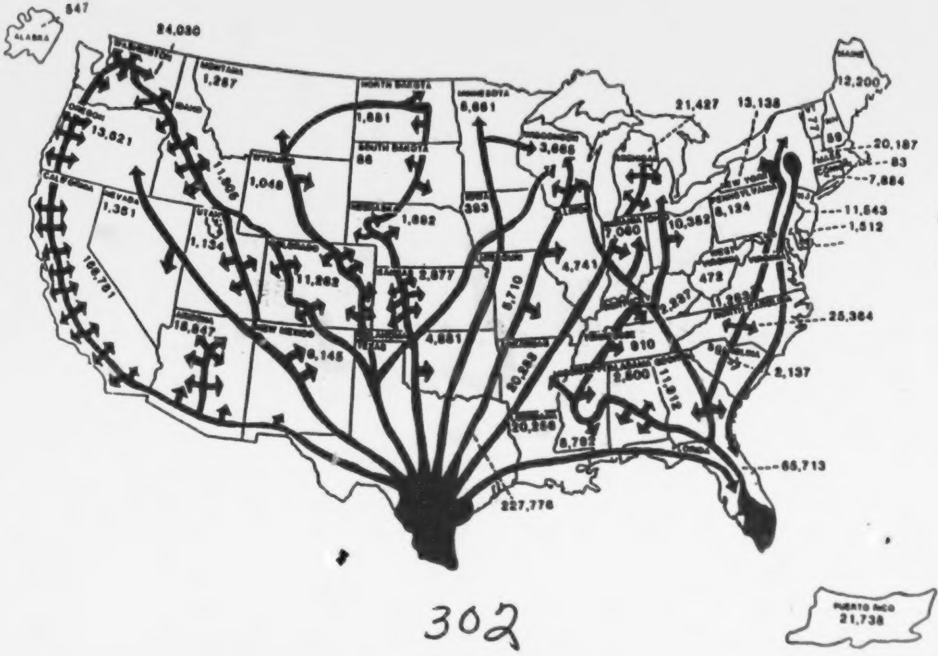

ALASKA
547
24,030
WASHINGTON
MONTANA
1,287
OREGON
13,021
IDAHO
11,806
CALIFORNIA
NEVADA
1,361
106,781
UTAH
1,134
WYOMING
1,048
NORTH DAKOTA
1,881
SOUTH DAKOTA
86
NEBRASKA
1,882
COLORADO
11,262
KANSAS
2,877
ARIZONA
16,647
NEW MEXICO
6,145
OKLAHOMA
TEXAS
4,881
227,776
MINNESOTA
6,661
WISCONSIN
3,665
IOWA
383
MISSOURI
5,710
ILLINOIS
4,741
ARKANSAS
20,283
LOUISIANA
20,266
MISSISSIPPI
6,792
MICHIGAN
21,427
INDIANA
7,060
OHIO
10,362
KENTUCKY
2,237
TENNESSEE
910
ALABAMA
2,500
GEORGIA
11,612
FLORIDA
65,713
SOUTH CAROLINA
2,137
NORTH CAROLINA
25,364
VIRGINIA
1,283
WEST VIRGINIA
472
PENNSYLVANIA
6,124
NEW YORK
13,138
MAINE
12,200
VT
77
NH
59
MASS
20,187
83
CONN
7,884
NJ
11,843
1,512
PUERTO RICO
21,738

Figure 1

Migrant Eligibility and Status

The April 3, 1980 Federal Register specifies the definition of a migrant child. Two classifications are identified "currently migratory" and "formerly migratory." The essence of those definitions are listed below.

> Currently migratory child means a child whose parent or guardian is a migratory agricultural worker or a migratory fisher; and who has moved within the past 12 months from one school district to another... to enable the child, the child's guardian, or a member of the child's immediate family to obtain temporary or seasonal employment in an agricultural or fishing activity."
>
> Formerly migratory child means a child who was eligible to be counted and served as a currently migratory child within the past five years, but is not now a currently migratory child.

For statistical purposes, MSRTS categorizes children by six statuses that reflect variations on these basic definitions. These are:

Status I	Interstate Agricultural (Currently Migratory)
Status II	Intrastate Agricultural (Currently Migratory)
Status III	Formerly Migratory (Agricultural)
Status IV	Interstate Fishing (Currently Migratory)
Status V	Intrastate Fishing (Currently Migratory)
Status VI	Formerly Migratory (Fishing)

Table 3 lists each state's MSRTS enrollment by migrant status. The data are for the 1981 calendar year beginning January 1, 1981, and ending December 31, 1981. The majority (58%) of the nation's migrant student population is mobile (Status I, II, IV or V). The remainder (42%) is settled-out (Status III or VI). Federal regulations currently allow program services to be given to a child for up to six years from the date that the family migrated in search of temporary or seasonal for agricultural or fishing work.

Recruitment specialists for the migrant education program note, however, that the most mobile children are the least likely to be identified and registered on the MSRTS and that formerly migrant children will be the most likely to be identified and registered.

The overwhelming majority of eligible migrant children (97%) are children of agricultural laborers (Status I, II, and III). The remaining three percent of the population are children from migrating fishing families (Status IV, V, and VI). Although children of migratory fishers make up a small percentage of the population, 29 or 57 percent of the reporting states showed children in Status IV, V and VI.

The states' MSRTS enrollments by migrant status also portray the variations in state migrant student populations. Louisiana for instance, has the largest contingent of eligible children of migratory fishers. Thirty-five percent of that state's total enrollments were Status IV, V and VI. Two states, Montana and North Dakota, exclusively serve agricultural interstate children. Overall, Status III children represent the largest percentage by category with 41.6 percent. Status I children are 37.4 percent of the population. Status IV and V together represent just 1 percent of the eligible migrant students.

Table 3
Number of Students by Migrant Status
January 1, 1981 - December 31, 1981

State	I	II	III	IV	V	VI	Total
Alabama	1,040	1,015	705	337	1	125	3,223
Alaska	117	107	11	128	433	74	870
Arizona	6,787	2,742	7,277	0	0	0	16,806
Arkansas	8,821	2,570	5,422	27	12	49	16,901
California	48,470	38,369	41,728	51	56	90	128,964
Colorado	3,640	709	2,686	0	0	0	7,035
Connecticut	1,207	173	3,366	23	0	30	4,799
Delaware	500	127	928	3	0	12	1,570
Florida	31,825	6,564	19,721	106	157	389	58,762
Georgia	2,261	2,472	4,473	36	15	107	9,364
Idaho	3,935	1,079	3,569	1	0	0	8,584
Illinois	2,282	334	1,341	5	0	0	3,962
Indiana	3,367	237	774	0	0	0	4,378
Iowa	204	15	239	0	0	0	458
Kansas	1,734	368	879	0	0	0	2,981
Kentucky	1,267	2,130	6,126	2	3	10	9,538
Louisiana	1,724	1,784	7,012	1,301	818	3,505	16,144
Maine	812	1,076	4,960	78	199	764	7,889
Maryland	1,024	38	264	10	3	17	1,356
Massachusetts	1,837	208	5,920	351	64	690	9,070
Michigan	11,049	1,466	2,722	0	17	4	15,258
Minnesota	5,667	94	306	0	2	2	6,071
Mississippi	760	1,555	3,749	287	80	1,021	7,452
Missouri	1,347	977	2,197	0	0	0	4,521
Montana	1,608	0	0	0	0	0	1,608
Nebraska	1,317	1	38	0	0	0	1,356
Nevada	776	222	317	2	4	0	1,321
New Hampshire	8	15	63	0	0	0	86
New Jersey	886	591	3,610	20	4	98	5,209
New Mexico	1,441	605	3,507	0	0	0	5,553
New York	2,925	1,918	4,161	7	0	3	9,014
North Carolina	4,459	3,041	13,591	129	61	476	21,757
North Dakota	2,078	0	6	0	0	0	2,085
Ohio	5,931	79	562	0	0	0	6,572
Oklahoma	1,935	1,554	1,575	0	0	6	5,070
Oregon	4,810	1,790	4,267	34	8	21	10,930
Pennsylvania	1,286	282	3,271	0	0	0	4,839
Rhode Island	6	0	28	0	3	2	39
South Carolina	2,389	306	38	0	0	0	2,733
South Dakota	99	9	0	0	0	0	99
Tennessee	342	96	354	0	0	0	792
Texas	42,837	32,787	77,493	162	151	993	154,423
Utah	444	68	476	0	0	0	988
Vermont	80	262	399	0	0	0	741
Virginia	1,314	4	115	0	0	0	1,433
Washington	8,674	3,934	6,715	212	118	207	19,860
Washington D.C.	0	0	43	0	0	2	45
West Virginia	203	14	219	0	0	0	436
Wisconsin	2,013	148	971	0	0	0	3,132
Wyoming	1,004	19	87	0	0	0	1,110
Puerto Rico	926	146	8,898	105	42	1,222	11,339
TOTALS	231,468	114,292	257,179	3,417	2,251	9,919	618,526
PERCENTAGES	37.4%	18.4%	41.6%	.6%	.4%	1.6%	100%

The final characteristic of program participation to be examined here is MSRTS enrollments by grade level. Table 4 provides additional information about the distribution of eligible migrant students within various grades. Data are limited, however, to those students who have reported a grade level on the MSRTS. The time period covers the 1980-81 school year and summer projects operating through August 31, 1981.

Table 4

Number and Percentage of Migrant Students by Grade

Grade	Number of Students	Percentage
K	58,362	15
1	42,862	11
2	33,994	9
3	37,468	9
4	35,534	9
5	33,954	9
6	32,519	8
7	30,552	8
8	27,973	7
9	23,417	6
10	16,376	4
11	11,581	3
12	8,232	2
TOTALS	392,824	100%

The highest number and percentage of eligible migrant students are enrolled at the kindergarten level. Over fifty-eight thousand children were enrolled in this category, or 15 percent of the total. This group may, however, contain some children in Pre-K programs for which no classification is available. The total lower elementary classification, grades K-3, has 172,686 registrants or 44 percent of the total group. As grade level increases student numbers decline by approximately 4,700 at each grade level. The high school grades have the lowest numbers enrolled, 59,606 or 15 percent in grades 9, 10, 11, and 12.

A Final Note on MSRTS Operations

Nearly 1.7 million students have been served by the MSRTS to date. Over 700 thousand student records are maintained on the data base at any given time. At the time of writing, nearly one million student records are in archives and can be recalled on the system within a 24 hour period.

The MSRTS prints and mails 1.2 million health records and 1.35 million education records each year. During 1983, this constituted 12.4 million pages of printed records. In addition, the MSRTS prints over 1,000 Computer Assisted Placement in Reading (CAPR) records per year. The CAPR project cross-references reading text material with the Migrant Skills Information System (MSIS) and prints a customized record for each student.

The MSRTS processes more than 53 thousand transactions on an average working day and during peak periods of the day, the computer system of the MSRTS processes an average of 10 transactions per second. It is not unusual for the MSRTS to process well over 100 thousand per day during the peak school withdrawal month of June and the peak school enrollment month of September. A little more than half of all the transactions processed are completed over MSRTS leased telephone lines in interactive terminals. The responses to the transactions usually are back at the terminal within seconds after they are entered. The remaining portion of the transactions are performed using IBM Personal Computers as batch terminals. The responses are available for the terminal in five to fifteen minutes after the transactions are sent to the MSRTS.

In addition to operating the network and the computer system, the MSRTS provides special reports to states on request. The staff also provide technical assistance to system users and assist states in the operation of their own intrastate computer network. The MSRTS staff regularly provide training workshops for state personnel and operate an information sharing network for state program directors.

Section 2

State Program Services

The first section of this report describes the nation's migrant student population and documents the number of migrant children enrolled in MSRTS, and describes the system's operation. Note that MSRTS enrolled children are those deemed eligible to receive program services. The limitation of program dollars makes it impossible for all MSRTS enrolled children to be served in migrant education programs. This section presents an account of the number of children who actually received service through the migrant education program during the 1980-81 school year.

Purpose of this Report of Services

As is the case with many federal programs, no uniform system for the collection, analysis and reporting of data from local or state programs has been required by law. Although there have been periodic federal studies of the migrant education program, no systematic or ongoing studies are currently authorized or funded. Attempts to report service nationally are severely hampered for these reasons.

A vast amount of information on program services is compiled at the state level. Each state reports the record of service the U.S. Department of Education in an annual report. The state is responsible for a design and data collection format that is appropriate for its state plan objectives. To date, a common set of data elements for national reporting has not been defined.

The need for a report of such services mandated the use of these available records. In keeping with the paperwork reduction effort, very little additional data were collected. The project also had to be accomplished at a very low cost. Actual expenditures for personnel, computer time, and printing were donated by individuals or were provided as in-kind project support by state education agencies.

Most importantly, ECIA Chapter 1 regulations stress that the responsibility for accounting for program services rests directly on the states, not on federal offices. With this obligation in mind, this report serves as a first attempt to review and report national data for the states' ECIA Chapter 1-Migrant programs.

The report was produced for a second reason. While the data and description of migrant education program services is limited, the report itself is offered as a prototype for future reports. Through joint federal and state efforts a systematic and ongoing data collection effort could be established for migrant education program reporting.

Some specific limitations need to be addressed. The report is based on data collected from the 1981 fiscal year encompassing the 1980-81 school year. At the beginning of this project, this was the most complete set of useable evaluation reports available from the U.S. Department of Education. The figures representing the extent of any given state's service may have changed in the last three-year period and readers are urged to consult state directors for the most current data.

Second, the data from state reports were verified by state directors and state evaluation personnel; however, contact was not made with local project directors, the original source of information.

Third, in 1981, three states, Rhode Island, New Hampshire, and Hawaii did not receive grant awards, therefore, data from these states are not presented. In addition, several states were in the first year of program operation and state data collection systems were not formulated. The number of states reporting information does not represent 50 states in most cases. The number (N) of states contributing to each total accompanies the data.

As noted in the introduction, three types of information were drawn from state reports; (1) state program descriptive data, (2) student service data, and (3) select studies of student achievement data. This section of the report presents this information.

The States' Programs

State descriptive data were available from 44 out of 47 programs operating during the 1980-81 school year. Within these states, over two thousand local education agencies operated or were serviced by migrant education programs. State programs are implemented in a variety of ways. The most common is the establishment of service contracts directly with school districts or local education agencies (LEAs). Monies flow to LEAs in the form of grant awards and each LEA hires staff to administer services. Other states with large programs use a service center model. New York, for example, had [illegible] centers in 1980-81 that in turn directed educational services to [illegible] districts. Of the states reporting, [illegible] service centers were identified nationally. A third variation is service extended through a community-based organization. In Washington State, for example, Northwest Rural Opportunities receives a grant to deliver preschool services. Variations and combinations of these modes of service delivery exist in every state.

Table 5 lists the number of local education agencies in the 42 reporting states as 14,608. Two thousand six of these districts, or 13.7 percent hosted migrant education programs in 1980. States with the highest percentage of school districts with programs are Florida (51%), North Carolina (50%), Georgia (47%), Delaware (38%), and Oregon (35%).

Texas with 357 districts and California with 341 districts rank far above other states in LEA participation. Only two other states, New York and Oregon, have over 100 participating LEAs. These four states contain almost half (48%) of all participating districts. While percentage of LEAs served is not correlated with numbers of students served, the extent of participation portrays the complexity and added cost factors of the state programs with many local jurisdictions.

Table [illegible]

Number and Percentage of Local Education Agencies Served by Migrant Education

State	Total LEA	Migrant LEA	Percentage
Alabama	[illegible]	[illegible]	[illegible]
Arizona	[illegible]	[illegible]	[illegible]
Arkansas	370	99	26.8
California	1,043	341	32.7
Colorado	181	7	3.9
Connecticut	168	13	7.7
Delaware	16	6	37.5
Florida	67	34	50.8
Georgia	187	87	46.5
Idaho	115	37	32.2
Illinois	1,011	30	3.0
Indiana	305	23	7.5
Iowa	443	6	1.4
Kansas	307	18	5.9
Kentucky	181	57	31.5
Louisiana	66	33	50.0
Maine	229	69	20.1
Maryland	24	7	29.1
Massachusetts	377	27	7.1
Michigan	574	35	6.1
Minnesota	434	16	3.7
Mississippi	153	22	14.4
Missouri	546	21	3.9
Montana	553	9	1.6
Nebraska	1,010	4	0.4
New Mexico	89	28	31.5
New York	731	161	22.0
North Carolina	144	72	50.0
North Dakota	293	9	3.1
Ohio	615	27	4.4
Oklahoma	618	34	5.5
Oregon	309	108	35.0
Pennsylvania	504	9	1.8
South Carolina	92	17	18.5
Tennessee	147	7	4.8
Texas	1,099	357	32.5
Vermont	274	43	15.7
Virginia	140	13	9.3
Washington	300	56	18.7
West Virginia	55	4	7.3
Wisconsin	433	5	1.2
Wyoming	49	4	8.2
TOTALS	14,608	2,006	13.7%

N = 42

The scope of the national effort also can be documented by reviewing the number of migrant programs (projects) within each state. This figure, however, may or may not correspond to the number of LEAs offering services. A single LEA may have several projects or several LEAs may form a consortium and have one migrant education program. Special projects that use a non-profit organization or an educational service district also may not have been reported.

Table 6 presents the available information for 42 reporting states. The number of regular programs (Sept. - June) and summer programs (June, July, August) are listed. Data on states with projects that operate the full year are not available.

In 61 percent of the states, the regular school year has a greater number of operating projects. Three states, Connecticut, Maryland, and Pennsylvania operate the same number during both terms. Nine states (22%) indicate a greater number of summer programs than regular year programs. There are approximately three regular year programs operating for each summer program.

Reporting states with the largest number of summer programs are Maine (35), North Carolina (32), Idaho (27), Michigan (26), Washington (22), and Arizona (20). Four states, Arkansas, Georgia, Kentucky, and Oklahoma reported the operation of regular year programs, but no summer programs.

Table 6

Number of Migrant Education Programs by State

State	Regular School Year Programs	Summer Programs
Alabama	3	6
Arizona	42	20
Arkansas	99	0
Colorado	16	14
Connecticut	13	13
Delaware	3	3
Florida	34	1
Georgia	87	0
Idaho	34	27
Illinois	11	19
Iowa	4	2
Kansas	15	13
Kentucky	57	0
Louisiana	20	2
Maine	69	35
Maryland	5	5
Massachusetts	27	19
Michigan	18	26
Minnesota	1	15
Missouri	22	5
Montana	0	9
Nebraska	0	4
New Mexico	28	4
New York	7	6
North Carolina	72	32
North Dakota	0	9
Ohio	26	17
Oklahoma	34	0
Oregon	108	10
Pennsylvania	9	9
South Carolina	1	17
Tennessee	1	7
Texas	357	NA
Vermont	44	1
Virginia	11	2
Washington	56	22
West Virginia	3	2
Wisconsin	16	18
Wyoming	0	4
TOTALS	1,353	398

N = 39

Migrant Education Staff

School district programs cannot operate without dedicated staff. One of the more difficult variables to review at the national level, however, is migrant education program staffing patterns. As is the case for most educational programs, there is no uniform method or base for the calculation of a full-time equivalent (FTE) staff member. Each state, and in some states each district, establishes the number of hours per year that defines "full-time work." Comparisons between states should not be made for this reason. Generally, a full-time certificated teacher will work a 6-hour day on a 180 day contract producing a full-time equivalent of 1080 hours per year. Classified staff must work 8 hours per day for 260 days to be considered full-time. The 31 state report of full-time equivalent data forms Table 7.

Many other types of staff are employed with migrant education funds. These include records clerks, health personnel, counselors, clerical staff, recruiters, terminal operators, and program specialists. These job classifications represent an important part of the migrant education program; however, FTE data are not available on these classifications.

Table 7

Full-Time Equivalent Migrant Education Paid Staff

State	Administrative FTE	Teacher FTE	Aide FTE
Alabama	6.80	78.67	66.50
Arizona	22.46	186.36	383.38
California	15.00	434.00	3,500.00
Colorado	11.30	87.20	45.30
Connecticut	5.70	64.40	17.90
Delaware	5.00	12.50	4.00
Florida	23.00	204.00	588.00
Georgia	NA	52.00	219.00
Idaho	75.40	216.60	242.20
Illinois	21.00	191.00	139.00
Indiana	7.00	101.00	70.00
Iowa	2.00	15.00	9.00
Kansas	3.00	60.00	60.00
Kentucky	11.50	157.00	159.60
Louisiana	11.00	56.00	83.00
Maine	7.00	161.00	NA
Maryland	6.00	NA	8.00
Michigan	14.30	62.70	80.10
Montana	NA	19.00	35.00
Nebraska	6.00	35.00	42.00
New Mexico	7.50	36.70	113.00
North Carolina	25.76	178.00	145.60
Ohio	NA	61.00	55.00
Oklahoma	4.42	65.83	57.67
Oregon	NA	63.57	125.00
Pennsylvania	12.00	68.00	60.00
South Carolina	NA	169.00	173.00
North Dakota	10	3.00	NA
Tennessee	6.10	6.00	25.20
Texas	125.00	1,406.00	1,770.00
Vermont	1.00	16.00	NA
Virginia	3.00	80.00	57.00
Washington	11.60	102.70	98.00
West Virginia	5.00	11.00	12.00
Wisconsin	NA	95.50	81.50
Wyoming	6.00	48.00	88.00

The full-time equivalent bases are not comparable across states, therefore, totals or further analyses are not provided.

Basic Skills Instruction

There are more identified migrant students than can be served with limited program funds. School districts must select the most needy students to be served given the limitations of the grant award. As a supplemental education program, top priority is given to basic skills instruction.

In this review thirty-eight states reported service to migrant students in basic skills areas (Table 8). In the 1981-82 regular school year 225,752 students were enrolled in reading classes or programs. Reading programs ranged in size from as large as 74,535 for California to under 50 for North Dakota and Tennessee. The median number per reporting state was 1,039. Instruction in reading was provided to an additional 10,999 students during the following summer.

Mathematics data were available from 39 states. In 1981-82, at minimum, 177,432 students were served nationally in math projects or classes during the regular school term. Again, program size ranged dramatically in approximately the same manner as reading programs, 74,000 to less than 50. The average state program size was 4,549. The median was 890. Summer math instruction reached 14,659 students in these nine states.

Limited data were available on other subject matter offerings. Twenty-five states reported 124,423 students served in oral language development (OLD). Eighteen states reported 10,025 students served in readiness programs during the regular term. Just under 12,000 students were instructed in OLD in the summer. Readiness programs served 2,852 students during the summer. Table 9 summarizes the data of nine states reporting summer basic skills service.

Table 8

Basic Skills Instruction - Regular Year Programs

State	Reading	Math	OLD	Readiness
Alabama	96	686	0	0
Arizona	7,030	4,066	4,852	260
California	74,535	74,535	74,535	NA
Colorado	3,420	3,020	3,554	500
Connecticut	953	393	794	0
Delaware	309	182	NA	NA
Florida	8,682	542	1,758	3,471
Georgia	1,786	1,031	NA	1,635
Idaho	6,565	4,880	2,764	713
Illinois	666	423	385	150
Indiana	1,571	1,517	1,471	1,107
Iowa	157	55	166	0
Kentucky	4,097	4,727	2,644	NA
Louisiana	3,684	3,068	585	NA
Massachusetts	3,517	3,601	NA	710
Maine	3,859	3,859	NA	75
Maryland	645	741	850	NA
Michigan	3,713	2,685	1,164	NA
Missouri	944	1,740	605	NA
Montana	259	550	0	0
Nebraska	204	206	0	0
New Mexico	2,137	1,447	1,374	195
North Carolina	20,139	20,536	0	0
New York	1,853	1,814	0	619
Ohio	759	740	794	0
Oklahoma	1,039	890	788	0
Oregon	651	289	1,760	332
Pennsylvania	3,168	3,168	0	0
South Carolina	1,053	872	0	468
North Dakota	42	33	0	17
Tennessee	38	38	0	NA
Texas	60,579	29,949	18,171	NA
Utah	542	542	542	NA
Vermont	148	148	0	1
Virginia	559	348	0	NA
Washington	5,316	3,039	4,203	599
West Virginia	0	171	171	NA
Wisconsin	622	493	271	NA
Wyoming	415	408	222	173
TOTALS[1]	225,752	177,432	124,423	11,025

---

[1] All totals are potentially duplicated counts

Table 9

Basic Skills Instruction - Summer Programs

State	Reading	Math	OLD	Readiness
Alabama	370	386	235	135
Arizona	1,405	1,136	890	108
Illinois	225	2,292	1,876	1,387
Michigan	3,948	4,003	2,201	0
Ohio	1,294	1,381	1,449	0
Oregon	305	1,624	1,520	290
Tennessee	331	413	82	32
Washington	1,783	2,083	2,340	530
Wisconsin	1,338	1,341	1,258	370
TOTALS	10,999	14,659	11,851	2,852

N = 9

The figures listed in Table 9 may or may not duplicate counts of children served during the regular school term in these states. Typically, school districts receive separate, additional grant awards to cover summer service and, therefore, students are counted each time service is rendered.

Health Services

Federal Law allows state education agencies to provide health, nutritional, social, or other support services to eligible school-aged migrant children. Each state must develop a plan for the delivery of those services, if funded. Child health care remains an area of critical need of migrant children, and these supplementary services remain a high priority in the migrant education program.

An assessment of migrant health services shows that "health screenings" remain the primary contact with the migrant child. Typically, the screenings are a cooperative effort, enlisting school district personnel to identify students and secure parental permission and health professionals to complete visual screenings and basic tests.

Many states were able to provide screening data for this report. In the fiscal year under review, 43,450 migrant students received general screenings, usually incorporating vision tests, hearing tests, weight and blood pressure checks, and TB testing. In addition, 31 states reported health data under the classification of "physicals". The 62,512 exams in this category may include the items listed under general screening, but most times represent a complete medical examination conducted by a physician. Dental screenings were provided for 35,307 migrant children.

Instilling good health practices is an essential part of the support service for migrant children. Twenty-six states reported programs in nutrition and general health and hygiene. Instruction in health reached over 100,000 children (duplicated count) in 1981-82. Table 10 is a state by state listing of health services for 37 reporting districts.

Table 10

Health Services By Reporting States

State	Health/ Nutrition	General Screen	Physicals	Dental Screen
Alabama	476	966	341	177
Arizona	24,134	14,561	4,818	5,998
California	0	0	0	0
Colorado	1,783	2,582	793	1,885
Delaware	127	0	0	0
Florida	2,540	3,291	8,085	3,518
Georgia	1,661	0	2,096	1,845
Idaho	0	2,044	2,826	782
Illinois	3,596	1,944	917	1,731
Indiana	0	0	2,728	0
Iowa	0	311	16	27
Kansas	1,278	0	1,168	1,083
Kentucky	1,096	0	0	0
Louisiana	2,135	7,251	2,237	2,786
Massachusetts	3,211	2,146	2,188	2,188
Maine	599	0	599	0
Maryland	0	638	318	321
Minnesota	3,460	0	3,460	0
Missouri	0	67	213	0
Mississippi	337	2,388	2,300	2,218
Montana	0	585	848	776
New Mexico	3,665	0	3,665	3,665
North Carolina	4,854	0	1,891	1,891
North Dakota	1,711	535	449	566
Ohio	0	1,152	597	779
Oklahoma	1,000	0	0	0
Oregon	3,080	0	3,151	0
Pennsylvania	0	824	635	680
Puerto Rico	0	1,079	0	1,659
South Dakota	58	58	58	28
Tennessee	144	279	153	103
Texas	38,616	0	12,126	0
Utah	73	320	320	314
Virginia	1,102	429	222	287
Washington	0	0	3,123	0
West Virginia	171	0	171	0
Wisconsin	1,793	0	0	0
TOTALS	102,700	43,450	62,512	35,307

N = 37

Section 3

Student Achievement

Provisions of the Federal Law

Chapter 1, Section 556(a) of the "Educational Consolidation and Improvement Act of 1981" states that "A local educational agency (LEA) may receive a grant under this chapter for any fiscal year if it has on file with the state educational agency an application which describes the programs and projects to be conducted . . . " The section also lists the assurances that must be made by the LEA to the SEA in regard to eligibility of children, performance of a needs assessment, parent involvement and evaluation of program effectiveness.

Section 556(b)(4) further states ". . . that the local education agency will keep such records and provide such information to the state education agency as may be required for fiscal audit and program evaluation." Evaluation designs or models are not specified, however, both LEAs and SEAs must assure that programs ". . . be evaluated in terms of their effectiveness in achieving the goals set for them and that such evaluation shall include objective measurements of educational achievement in basic skills and determination of whether improved performance is sustained over a period of more than one year."

To summarize, ECIA Chapter 1 requires LEAs to conduct an evaluation that uses objective measures of educational achievement; however, the law permits SEA discretion in matters concerning evaluation and data collection for the state program. While directives for the implementation of evaluation designs have been offered for Chapter 1 - Regular programs in the form of non-regulatory guidelines, at the time of this writing, a decision has not been made as to whether the nonregulatory guidelines regarding evaluation will hold for ECIA Chapter 1-Migrant programs.

Evaluating Migrant Education

The problems associated with the measurement of achievement of migrant students are well documented. Language deficiency and lack of social adjustment hinder test taking. The mobility factor makes it difficult to obtain matched test scores for pre-post designs. The most mobile students to whom service is prioritized are the least likely to be a part of program evaluation testing. While a prescribed set of uniform procedures for evaluation of Chapter 1-Regular programs has been developed, many characteristics of the migrant student population make these same models less appropriate for migrant education programs.

While the question of developing a system for measuring migrant student achievement at the national level is under debate, states still must comply with the Chapter 1 law. In some fashion, states must "evaluate" their operating programs, yet there are no evaluation models or guidelines for the process. This does not imply that the collection of impact data is not taking place, but rather, that the methods that have been selected by states vary considerably. The final section of this report presents several models that were in place in selected states in 1981.

Many factors influence the selection of an evaluation process at the state level. These include: availability and expertise of staff, existence of a state testing program, size of the program, and data processing capabilities. Most importantly, the evaluation must fit the program objectives. Most states have developed a method that includes the collection of descriptive data. Many have added components that collect student achievement data. As an illustration of the processes in place in 1981, four state systems are highlighted. The selected state systems presented here represent diverse models from various areas of the country. They are not, however, representative of the processes being used in the states' migrant education programs.

1. The Title I Evaluation Model A - The Norm-Referenced Model

The Title I Evaluation and Reporting System (TIERS) was developed in 1973 by the Research Management Corporation (RMC) of Mountain View, California. Three models were developed. Model A, the norm-referenced model. Model B, the comparison group model and Model C, the special regression model. The U.S. Office of Education suggested the use of the models for Title I Regular programs in 1978. While the appropriateness of the use of these models for the Chapter-1 Migrant education program is still being debated, some states have attempted to use the models on the portion of the migrant student population that could be pre- and posttested. Texas, the state with the largest migrant student population is an example.

During the 1980-81 school year, on fall-to-spring testing, 6,039 students were pre- and posttested in reading, 4,627 were tested in mathematics and 2,647 were tested in language arts. Additional scores were gathered on the spring-to-spring testing cycle. Pre-and posttest scores were available for 5,303 students in reading, 2,047 students in math, and 360 students in language arts in Texas on this schedule.

The Texas Education Agency estimates that approximately 50 percent of the eligible migrant students are served in basic skills programs and that approximately 13 percent of those students in grades 2-12 can be pre-and posttested in the course of a calendar year in reading, with fewer being tested in the other subject areas. The Texas SEA analyzes and reports data in normal curve equivalents (NCEs). A sample of the 1980-81 Texas migrant student achievement data follows as Table 11.

Table 11

Texas Achievement Data
1980-81 Reading Fall-to-Spring Testing

Grade	N	Pretest Mean NCE	Posttest Mean NCE	NCE Change
2	683	35.2	37.6	2.4
3	883	31.3	35.8	4.5
4	974	28.5	33.1	4.6
5	848	30.8	36.9	6.1
6	821	31.1	35.5	4.4
7	843	27.2	33.3	6.1
8	604	26.4	32.6	6.2
9	177	33.6	35.4	1.8
10	87	35.6	36.5	.9
11	78	34.1	36.6	2.5
12	41	28.6	30.7	2.1

Total N = 6,039

The Texas migrant education program also employs the use of data from the Texas Assessment of Basic Skills (TABS). Administered to state fifth and ninth grade students, TABS measures mastery of reading, writing, and mathematics objectives.

The TIERS norm-referenced model also was used by the states of South Carolina, Colorado, Alabama, Oklahoma in 1981.

(2) Pre-post Matched Scores, Standardized test - TIERS not used.

Florida is another "homebase state," with the third largest number of eligible migrant children. The state served approximately 15,000 students each year in compensatory educational programs. The program emphases are early childhood education, math and language arts tutorial programs, English as a second language (ESL) and dropout prevention. Evaluation of these programs is carried out by the SEA Compensatory Education office.

Separate evaluations are conducted for each program. The migrant early childhood program was assessed on the basis of posttest scores on a criterion-referenced Early Childhood Assessment Kit. The 1,086 kindergarten and first grade students in the language arts program were assessed in pre-reading skill development on the Stanford Early School Achievement Test Battery (SESAT).

Assessment data for grades 2-12 in language arts were derived from a spring administration of the Stanford Achievement Test. Math students were rated using the Comprehensive Test of Basic Skills (CTBS).

A majority of the Florida migrant student population leaves the state in early spring. For this reason it is particularly difficult to obtain matched scores on a large number of students. In 1980-81, approximately one-third (880) of the language arts tutorial program students were pre- and posttested on the Stanford Achievement Test.

The Florida SEA analyzed and reported data from this program in scaled scores. An example of Florida achievement data reporting is presented in Table 12.

Table 12

Florida Achievement Data
1980-81 Language Arts Spring-to-Spring Testing

Grade	N	Av. Scaled Score 1980	Av. Scaled Score 1981	Gain
3	251	125.	131.3	6.3
4	211	128.8	139.9	11.1
5	154	134.8	141.6	6.8
6	120	144.0	152.1	8.1
7	71	141.0	149.3	8.3
8	73	148.7	156.2	7.5

Total N = 880

Note: Florida has since changed testing procedures for this program.

Pre-post designs using standardized tests also were used by the states of Mississippi, Kentucky and Nebraska for at least a portion of the states' programs.

3. Criterion-Referenced Testing (CRT)

Criterion-referenced tests yield measurements of specific learning objectives. The data are interpretable in terms of a specified domain of tasks. Student performance is described by reviewing skill mastery rather than by comparing the student's position in relation to the position of students in a known group.

Advocates of CRT feel that performanced-based testing provides data that are useful at the classroom level for diagnosis and placement, as well as for program evaluation. New York State has undertaken an ambitious program evaluation utilizing these types of tests.

The evaluation of the New York Migrant Education program is prepared in the Office of Elementary, Secondary and Continuing Education Planning and Support Services for the Office of Educational Opportunity Programs. To summarize data for state reporting, a set of procedures was developed that enabled districts to use varied objectives, tests and plans of data collection. Data were edited at the state level, then summed by subject, grade and skill.

In 1980-81 New York reported the achievement levels of 1,500 migrant students. Over 1,600 testings of readiness skills, 23,000 testings of reading skills, and 1,800 testings of mathematics skills were reported. The New York Migrant Education Evaluation Report presents two types of information. Skill summaries list criterion skill area, number of attempts, number of successful attempts and percentages for all students tested. A second series of reports details skill mastery by grade and by student category. An example of New York's state level skill summary is presented as Table 13.

Table 13

New York Achievement Data
1980-81 Criterion Reference Testing

Numbers, Operations, and Applications
Skills Tested

Criterion Skill Area	Number of Attempts	Successful Attempts	
		Number	Percent
Preoperational Concepts: Equivalence, Equality, Order, Number, Numeral, Fewer, More	122	114	93.44
Whole Numbers	41	36	87.80
Fractions (Positive Rational Numbers and Zero)	170	145	85.29
Decimals	31	27	87.10
Real Number System	14	12	85.71
Addition: Concepts and Skills	211	193	91.47
Subtraction: Concepts and Skills	205	184	89.76
Multiplication: Concepts and Skills	134	118	88.06
Division: Concepts and Skills	85	72	84.71
Properties of Operations and Relations	115	100	86.96
Numeration Systems	58	33	56.90
Number Sentences	24	16	66.67
Estimation, Rounding	35	19	54.29
Place Value	119	95	79.83
Number Lines	1	1	100.00
Total in Category	1,365	1,165	85.35

Several states use variations of the CRT model. The state of Louisiana developed its own CRT for state use in 1979. The test is administered as a pre-and posttest, and percentages of skills mastered are reported by grade and subject. Michigan and Arkansas also used CRTs for all or part of their state migrant education program evaluation in 1981.

4. State Assessment Programs

Many states have enacted legislation that provides a plan for some form of continuous assessment of state school children. Washington State, for example, tests all fourth grade students with the California Achievement Test (CAT) each October. Teachers designate students within special programs such as Bilingual or Chapter 1-Migrant, and comparisons of migrant children can be made with other fourth grade students, with other compensatory program students and the national norm group. District, special program, and state level reports are available in raw scores, scaled scores, percentiles, and NCEs.

In the 1980-81 school year, 55,776 fourth grade students were tested in Washington State. Five hundred thirty-three of these were migrant students. The data show the relative standing of the group in relation to non-migrant children and the norm groups. All migrant children are tested in all subjects, even though they may only be receiving service in one area. This may account for the percentage of students falling in the top quarter.

The use of state assessment data allows student achievement to be viewed over time. Table 14 presents a sample of the Washington State Assessment program data for the 1979-83 school years. The blocks contain the percentage of migrant students in each quarter. The data show a group of children clearly in need of service and an upward trend in the percentage of students scoring in the middle range. While the courses of these shifts cannot be pinpointed, a general improvement in achievement levels of migrant children over time can be noted.

Table 14

Washington Achievement Data
1979-83 Mathematics Fall Testing

NORM	1979	1980	1981	1982	1983
25%	14%	10%	14%	12%	11%
25%	21%	21%	19%	23%	24%
25%	30%	34%	33%	29%	38%
25%	36%	36%	34%	36%	27%
Number of Students	(545)	(533)	(572)	(605)	(478)
Median Percentile Rank 50	38.0	37.5	38.0	37.5	40.0

Two other states, Arizona and North Carolina, used state testing program data to assess migrant student achievement in 1981.

The four state examples presented here represent known models of program evaluation and student assessment. Each has evolved because of the nature of the state's migrant student population and other political and practical considerations within the given state.

The examples are not presented for the face value of the data. They are offered, however, as evidence of state-initiated efforts to evaluate educational programs for migrant children. There are also several other approaches used that are not described here. The data from this wide variety of approaches cannot be aggregated to produce a national report of migrant student achievement. That is not the point or a recommendation. As other sections of this report have noted, the migrant student population differs by state. Shifts in the population within a calendar year produce very different needs for schooling, and each state must select an appropriate program evaluation design given its resources, state policies and program variations.

As a final comment, note that the evaluation designs presented here only review educational program impact. This report has attempted to point out the diversity and extensiveness of migrant program services. In addition to the review of educational impact, many state reports also contain a review of the full set of objectives listed in the state plan. The reader is directed to each state's report of annual service for a more comprehensive view of state program evaluation.

Summary

A review of the activities authorized under ECIA Chapter 1-Migrant (P.L. 97-35) indicate that extensive, supplementary educational services are being rendered to the children of migrant laborers via state migrant education programs. In fiscal 1981:

- 618,526 children and young adults were eligible for service and were registered on the MSRTS (duplicated count).
- 392,824 of those children were registered with a grade level designation. Available information shows that the highest concentration of eligible migrant students is at the lower elementary level.
- 2,006 school districts in the United States serve migrant children. This is 14% of the total number of districts in the nation.
- 61 percent of the states concentrate service during the regular school year. Twenty-two percent have more extensive summer programs. Seventeen percent balance service between both or run year round programs.
- 225,752 migrant children were served in regular year reading programs in 38 states. A total of 10,999 received summer instruction.
- 177,432 migrant children were served nationally in math programs in the regular school term in 39 states. A total of 14,659 students in nine states received math tutoring or classes in the summer months.
- 124,423 migrant students were instructed in oral language development in the 25 reporting states in the regular school year. An additional 11,651 received summer oral language development instruction.
- 11,025 migrant children were enrolled in preschool or readiness programs in the September through June time-frame. A total of 2,852 preschoolers were assisted in the summer.
- 43,450 general health screenings were provided through migrant education funds.
- 62,512 physical exams were reported during fiscal 1982.
- 35,307 migrant children were provided dental screenings.
- Over 100,000 (duplicated count) received health instruction.

States are required to evaluate the impact of migrant education programs. Evaluation designs currently being used include the TIERS Model A, pre- and posttesting, criterion referenced testing and assessment models. Legally, each state is responsible for selecting an approach that is appropriate for its migrant student population and program.

Annual reports detailing each states' migrant student population, describing services rendered and listing available impact information, are available from the Director of Migrant Education in each state.

For additional information on the ECIA Chapter 1 - Migrant Education Program, the MSRTS, or this report contact:

Sarah Moore
President, NASDME
Georgia Department of Education
1962 Twin Towers East
Atlanta, Georgia 30334

Joe Miller, Director
Migrant Student Record Transfer System
Arch Ford Education Building
Little Rock, Arkansas 72201

Kathleen Plato
Supervisor, Testing and Evaluation
Superintendent of Public Instruction
Old Capitol Building
Olympia, Washington 98504

UTAH STATE OFFICE OF EDUCATION

UTAH STATE BOARD OF EDUCATION
UTAH STATE BOARD FOR VOCATIONAL EDUCATION

UTAH STATE BOARD OF EDUCATION

Oscar W. McConkie, Chairman
M. Richard Maxfield, Vice Chairman
Linn C. Baker
Neola Brown
Donald G. Christensen
Darlene C. Hutchison
Valerie J. Kelson
Jay Monson
Margaret R. Nelson

Dr. G. Leland Burningham
State Superintendent
of Public Instruction

February 7, 1985

Dr. Jack R. Schaeffer, Manager
Migrant Education Office
State Department of Education
721 Capitol Mall - 3rd Floor
Sacramento, CA 95814

Dear Jack:

This letter is to state my position with regard to reducing the Migrant Educational funds in the amount of 42 million dollars. As you know, the 264 million dollar national funding for Migrant Education would be reduced by 42 million dollars or approximately 6% of the 700 million dollar reduction being considered out of the USED. However, when one considers the 264 million dollars for Migrant Education, 42 million dollars equals 16% reduction.

We, in this office, feel that this is an exhorbitant cost to bear when considering the reduction on a percentage basis. Migrant Education has in the past been willing to carry its share of reductions, but feel that in this case the reductions are too heavy a burden.

At present, the only place the State of Utah could reduce any costs would be in the direct services area which means teachers and teacher aides would be removed from the program. In addition, when one considers that small states, such as Utah, have summer-only programs, this reduction would create a greater burden than it should.

Another issue at hand is reducing or eliminating three years from the five year eligibility factor. This reduction, when considered across the board, would reduce the Utah program by approximately 50%. Again, this action is too drastic and very harmful to Migrant Education.

This information is provided you to use at whatever means at your disposal during your testimony in defense of Migrant Education.

If I can assist you in this matter, please do not hesitate to call on me.

Cordially,

Jerry Ortega

Jerry Ortega, State Director
Migrant Education

/sc

STATE OF NEW MEXICO
DEPARTMENT OF EDUCATION — EDUCATION BUILDING
SANTA FE - 87503

Leonard J. De Layo
Superintendent of Public Instruction

February 8, 1985

Mr. John Schaeffer
Director, Migrant Education Program
State Department of Public Instruction
721 Capitol Mall - 5th Floor
Sacramento, California 95814

Dear Mr. Schaeffer:

This letter will serve to advise you of the adverse effect a reduction of Migrant funds would have on the New Mexico Chapter I Migrant programs. We project that concievably our allocation would be at least 16% less than our current allocation. We are also projecting funding reductions due to a drop in the number of eligible children.

The current funding is less than adequate to meet the myriad educational needs of migrant children during the regular school term. In fact, this will be the first time that summer programs will have to be radically reduced. Due to our limited resources, we will surely not be meeting the anticipated needs of our migrant student population.

In some situations, our Migrant Programs are larger than our regular Chapter I programs. This surely means that not all children who need services will be served with Chapter I regular funds.

We are pleased to report that our evaluation of migrant programs reflect that significant gains have been made. We would want to continue demonstrating growth in our programs. However, a decrease in funds will result in social and academic regression on the part of our migrant students.

Additionally, we are extremely concened about a possible change in eligibility criteria. In the event that the eligiility criteria changes from 5 - 2 years, as is being suggested, this would mean a devastating loss in the educational process to children of migratory workers.

Please express our concerns to the necessary parties in order to ensure that all migrant funding needs may continue. We appreciate your efforts.

Sincerely

Gilbert Martinez

Gilbert Martinez
State Chapter I/Migrant Director

cde Colorado Department of Education

Migrant Program
PH: (303)573-3241, 3242, 3243, 3310

First Western Plaza
303 West Colfax Avenue
Denver, CO 80204

Calvin M. Frazier
Commissioner of Education

February 11, 1985

Dr. John R. Schaeffer, Manager
Migrant Education Office
State Department of Education
721 Capitol Mall - 3rd Floor
Sacramento, California 95814

Dear John:

Enclosed is Colorado's testimony concerning the proposed reduction in Migrant Program funds for the hearing to be held in San Francisco on February 14, 1985.

Sincerely,

Ernest Maestas, Supervisor
Migrant Education Program
573-3241

EM/bw
Enclosure

2/11/85

TESTIMONY CONCERNING THE PROPOSED REDUCTION OF MIGRANT PROGRAM FUNDS AND REDUCTION OF ELIGIBILITY OF FORMERLY MIGRANT CHILDREN

Colorado wishes to express its concern about the reduction in funds for the Migrant Education Program and the reduction of eligibility of former migrant children from five years to two years.

It does not seem equitable or fair that funds for Migrant Education should be cut $42,000,000, or 16%, when no other Chapter 1 Program is being considered for reduction. Currently, the funds available for Migrant Education Program equal 1.5% of the U.S. Department of Education budget, yet the proposed cutback for Migrant Education equals 6% of the total $700,000,000 cutback that is proposed for the Department of Education.

Added to the proposed $42,000,000 reduction for Migrant Education is the proposed reduction in the eligibility of formerly migratory children from five years to two years. These two reductions would reduce the National Migrant Program to a point of ineffectiveness. Many of the services that have been developed nationally would have to be eliminated or drastically reduced. The number of migrant children that could not be served would be overwhelming.

The 16% reduction in Migrant Education funds and the reduction in the eligibility of formerly migrant children would greatly reduce services that are currently being provided migrant children in Colorado.

It is a well known fact that migrant children face the typical diseases and health problems of childhood but, in addition, they confront numerous health problems and risks associated with their migratory life style. Last summer Colorado provided health services to approximately 2000 migrant children. With the cut in funds these services would not be available to migrant children.

In 1966 Congress recognized in the amendment to the Elementary Secondary Act of 1965 that migrant children had special educational needs that could not be met by other programs. Migrant childrens' educational needs are such that a regular year and summer program are necessary to assist the migrant child catch up and fill in the gaps ih his education. The cut in funds would require Colorado to make a choice of providing either a regular term or summer program. The two programs could not be provided. Approximately 50% of the children currently enrolled in the Migrant Program would not receive Migrant Program educational services.

Therefore, on behalf of the most needy children in the nation, we ask that Congress not reduce the funding for Migrant Education nor the eligibility of formerly migratory children.

Ernest Maestas, Supervisor
Migrant Program
Colorado Department of Education

STATEMENT OF THE

CALIFORNIA FACULTY ASSOCIATION*

ON

FEDERAL FUNDING AND SUPPORT FOR HIGHER EDUCATION IN THE UNITED STATES, FISCAL YEAR 1986

BEFORE THE

HOUSE COMMITTEE

ON EDUCATION AND LABOR

PRESENTED BY

WILLIAM DALE CRIST

PRESIDENT

FEBRUARY 16, 1985

*The California Faculty Association (CFA) is the exclusive representative of the 19,000 faculty of the California State University. CFA is affiliated with the American Association of University Professors, the California Teachers Association/National Education Association and the Service Employees International Union/AFL-CIO.

AAUP
CTA/NEA
CSEA
cfa CALIFORNIA FACULTY ASSOCIATION
8939 S. Sepulveda Blvd., Suite 233, Los Angeles, CA 90045 (213) 641-4430

FEDERAL FUNDING AND SUPPORT FOR HIGHER EDUCATION IN THE UNITED STATES, FISCAL YEAR 1986

America has a vital national interest in a healthy system of higher education and must continue to provide the support necessary to maintain the high quality and open access our democracy requires. The role of the federal government in higher education began with the passage of the Morrill Land Grant Act of 1862 and has continued with enactment of the GI Bill, the National Defense Education Act, and the Higher Education Act. Deserting this heritage of support for higher education in order to reduce federal government spending at this time will prove, in the longer term, to have been the most devastating kind of false economy. A liberally funded and broadly supported higher education system will provide the Unites States of America the best national defense that money can buy.

Reductions currently being proposed in the federal budget by the Reagan Administration for fiscal year 1986 include a dangerous cut of $2.5 billion in student financial aid and other higher education programs. In order to accomplish these budget cuts, a substantial number of related legislative changes are also proposed. The impact of the Administration's proposals will be especially severe for low and middle-income students. The Administration's proposals threaten to deny hundreds of thousands of Americans access to a postsecondary education. Such an unwarrented increase in the number of Americans unable to afford the higher education best suited to their interests and abilities will exacerbate the problems caused by economic segregation in our education system. Low and middle-income students will be unreasonably limited in their opportunities to attend four year colleges and universities while those already more affluent will be able to pursue their unique interests and abilities in the vocational school, community college, four year university or research institution of their choice. This denial of equal opportunity must not be allowed to exist in America.

Expressed in general terms of student impact, the Administration's higher education cuts would eliminate 1.7 million financial aid awards affecting 1 million students in academic year 1986-87. Far more would be affected in future years. The negative impact of these extensive cuts must be avoided.

The impact of the Administration's proposals are likely to be even more significant than the substantial reduction in dollars indicates. Changes proposed for the loan program could have the effect of substantially constricting the number of loans available by making the program far less attractive to lenders. Changes in eligibility in both the grant and loan programs are both arbitrary and unrealistic in light of economic realities. The Administration's proposals in this area must be rejected.

The most immediate impact of the Administration budget request would take effect in fiscal year 1985. In the fiscal year 1985 appropriation bill the maximum grant award was set at $2100 and could cover up to 60% of costs. However, the amount needed to cover these awards was underestimated by approximately $600 million, which the Administration, though acknowledging the shortfall, will not request. Instead, the proposal is to reduce awards to a maximum of $2000 and 50% of costs. If the Administration does not receive legislative approval to reduce the awards by

April 15, the linear reduction formula in the statute apparently will be implemented resulting in a loss of support to an estimated 260,000 students in academic year 1985-86. Congress must not allow this harmful loss to take place.

The proposed cuts of $1,000 million in Guaranteed Student Loans and $190 million in National Direct Student Loans will prove destructive to the national objective of equal opportunity in education. The perceived evil of whatever abuses do exist in the guaranteed loan programs must be carefully measured against the actual damage that will be done to the thousands of hard-working American students striving for upward mobility in a society that promises that mobility. Congress must stop the proposed decimation of our federal student loan programs.

At this time of rapidly changing economic opportunities and occupational mobility, financial aid for low and middle-income students should be increased, not reduced. The proposed cutback of $492 million in the Pell Grant program simply is not consistent with the national priority of economic growth and development. The Administration also proposes to cut $159 million from Supplemental Grants and Work-Study funds, $76 million from the State Student Incentive Grant program, and $93 million from the Talent Search, Upward Bound, Educational Opportunity Centers, Special Services for Disadvantaged Students and Staff Training (TRIO) programs. The Congress must not share in the Administration's failure to recognize the long term value of these programs and the social and economic desirability of increasing, rather than decreasing, their federal funding support.

In addition to the Administration's cuts in student aid and loan programs, $134 million more has been cut from a variety of valuable programs including academic facility grants, graduate programs, cooperative education and the Fund for the Improvement of Postsecondary Education (FIPSE). Programs to enhance excellence, support innovation, and make postsecondary education more effective are critical. Postsecondary institutions face tremendous difficulty keeping up with technological changes. State-of-the-art equipment is expensive and hard to acquire, factors complicated by the continuing problem of obsolescence. The Congress must be made cognizant of the long term value of many of these programs and bipartisan support should be developed to retain and strengthen them.

The condition of postsecondary education physical facilities mirrors the vitality of those institutions. But they have been allowed to deteriorate because of reduced budgets and the need for additional funds to accommodate rapidly rising energy costs. One area which has been severely affected by cutbacks is academic libraries. Libraries are central to the promotion of educational excellence, yet many are unable to keep up with the rapid technological changes and the ever increasing need for books, periodicals, and equipment. This situation must be corrected.

Over the past two decades, the proportion of nontraditional students, including veterans, disadvantaged, displaced homemakers, older students, disabled, displaced workers, and refugees, has increased dramatically. The number of nontraditional students currently approaches parity with traditional students. However, programs for these students, who in fact have greater needs than many traditional students, are scarce. We must face the reality that the sterotype of the "college-age population" is no longer accurate; the needs of many other students must be met. Postsecondary institutions should be encouraged to develop and reward the establishment of programs to promote equal access and high achievement by nontraditional students.

Federal assistance to higher education must continue to be viewed as an investment in our people and in the productivity of our nation. Student financial aid programs have become a major element in the fiscal health of our diverse system of postsecondary education institutions. The central role of federal higher education assistance has been the advancement of equal educational opportunity through the removal of financial barriers which might otherwise prevent qualified students from pursuing a postsecondary education. Our national commitment must be to advancing educational opportunity, not retreating from it.

A diverse and strong postsecondary education system serves the essential role of advancing knowledge and enriching the intellectual health of our society. Central to an academically free, vital, and dynamic system of postsecondary education is a well-compensated, challenged, and respected faculty and staff. Because general salary levels of postsecondary education institutions are frequently not competitive with comparable private sector industrial salaries, incentives for educational personnel to remain at postsecondary institutions are essential. Colleges and universities should be encouraged to offer the most attractive salary and fringe benefit packages possible, and federal legislation should not undercut efforts to increase these benefits for postsecondary members.

Various other elements contribute to retention of qualified faculty in institutions with limited funds. Opportunities for faculty and staff to continue expanding their knowledge, experience, and skills are an important component of job satisfaction and productive work. Postsecondary institutions should foster professional growth among their employees. The federal government should be instrumental in advancing a variety of professional development opportunities.

The California Faculty Association is an academic union committed to providing an educational environment in the California State University condusive to excellence. With more than 300,000 students in our classes, the CSU faculty shoulders a large responsibility to all of the people of California. The job we must do cannot be done without adequate public funding. Our value to society is little understood. Only after a higher education system fails does it become apparent that it had been of great worth. We cannot afford to allow the federal budget to be balanced at the expense of our most valuable national treasure--a highly educated people.

We in the CFA will put our resources and our efforts where our ideals are. Working together with our state and national organizational affiliates we will support those in the Congress who work to maintain and enhance federal support for higher education. We seek your support and in behalf of our common objectives we promise you ours.

William Dale Crist, President
California Faculty Association
February 16, 1985

California State Student Association
926 J Street, Suite 701 • Sacramento, CA 95814 • (916) 441-4514
400 Golden Shore, Suite 218, P.O. Box 1590 • Long Beach, CA 90801-1590 • (213) 590-5560 • ATSS 635-5560

February 25, 1985

Mr. John Smith
Subcommittee on Elementary, Secondary
and Vocational Education
Rayburn House Office Building, Rm. B346C
Washington, D.C. 20515

John:

Thank you for the information about the recent Subcommittee hearing in Los Angeles. I hope it and the others went well.

Enclosed are a few copies of the testimony we offered the subcommittee you asked us to put in the mail. I was impressed with the comments I read and am anxious to see the full record of these hearings.

The California State Student Association, which represents the 315,000-plus California State University students, will be sending a small delegation of student leaders to Washington during the week of March 25. I hope we will have a chance to meet with you and Congressman Hawkins during that week. We'll be telephoning to make arrangements. If there is any information which would be helpful in preparing for our trip, I would appreciate you sending it my way.

Thank you, once again.

Take care,

Curtis

Curtis L. Richards
Legislative Director

CL:kd

representing 319,000 students statewide
Bakersfield • Chico • Dominguez Hills • Fresno • Fullerton • Hayward • Humboldt • Long Beach • Los Angeles • Northridge • Pomona
Sacramento • San Bernardino • San Diego • San Francisco • San Luis Obispo • San Jose • Sonoma • Stanislaus

California State Student Association
926 J Street, Suite 701 • Sacramento, CA 95814 • (916) 441-4514
400 Golden Shore, Suite 218, P.O. Box 1590 • Long Beach, CA 90801-1590 • (213) 590-5660 • ATSS 635-5660

Statement of
Curtis L. Richards
Legislative Director,
California State Student Association
Submitted To
House Education & Labor Committee
16 February 85

On behalf of California State University students, I would like to welcome you to Los Angeles and sincerely thank you for holding these hearings to solicit constituent input on President Reagan's Fiscal Year '86 Budget proposal.

As you might expect, I ----along with thousands of college students up and down this State----am deeply concerned about the President's 1986 spending plan, especially as it pertains to student financial aid programs. And, I am extremely disappointed and troubled by the recent flippant comments of the newly-installed Secretary of Education, William Bennett. Bennett's outrageous attitude about the proposed student aid caps is not only absurd and inappropriate for an official in his position, but paints an absolutely untrue picture of the nature of the effect these caps will have on students and their families.

I hope to offer you a better, more accurate understanding of student expenses and resources in California from which you should be able to draw some preliminary conclusions about the effects of the budget proposal.

-more-

House Education & Labor Committee
16 February 85
2-2-2

The President's proposed deep cuts in student aid programs could have a devastating effect in California, and particularly in the California State University system. California, with a lot of student aid help from the federal government, has made a strong commitment to offering its citizens access to a college education through nearly 200 public and private colleges and universities serving about 1.7 million Californians. In the California State University system alone, the nation's largest four-year public university system, well over 300,000 students are annually working toward attaining their educational goals.

Known as the "People's University," the CSU offers many Californians their only chance at earning that four-year degree because of its relatively low fees and its accessibility. In case after case, students attending the CSU are the first generation in their families to go to college. For nearly one-third of the CSU population, approximately 91,000 students, that is only possible because of some form of financial aid---scholarships, grants, loans and work---upon which they are dependent. Of these 91,000 financial aid recipients, 45,000 depend on the Pell Grant Program and 43,000 rely on the Guaranteed Student Loan Program. Ninety-six percent of that pool are from families with incomes below $32,500 and 54 percent are from an ethnic minority group.

-more-

I have attached to my testimony a couple of charts and graphics which give you a quick-and-dirty picture of how much it costs students to go to college in California and how much grant and loan money students rely on in the five segments of higher education here. These figures come from the results of a Spring 1983 survey, compiled and analyzed by the California Student Aid Commission, of more than 67,000 California postsecondary education students. The survey asked students to report on their educational expenses and resources. This survey did not reflect tuition and fee expenses, however, which have been skyrocketing in California since 1980.

As you can see, it is not cheap to go to school in California and students have been forced to rely on student loans ---at alarming levels of indebtedness---in order to cover their educational expenses. Neither federal or state student aid has kept pace with the rapid increase in expenses over the last five years or so. A more indepth picture of this situation can be obtained when closely reviewing the Student Aid Commission's Report on the Expenses and Resources of Undergraduate Students Enrolled in California Postsecondary Institutions During the 1982-83 Academic Year.

-more-

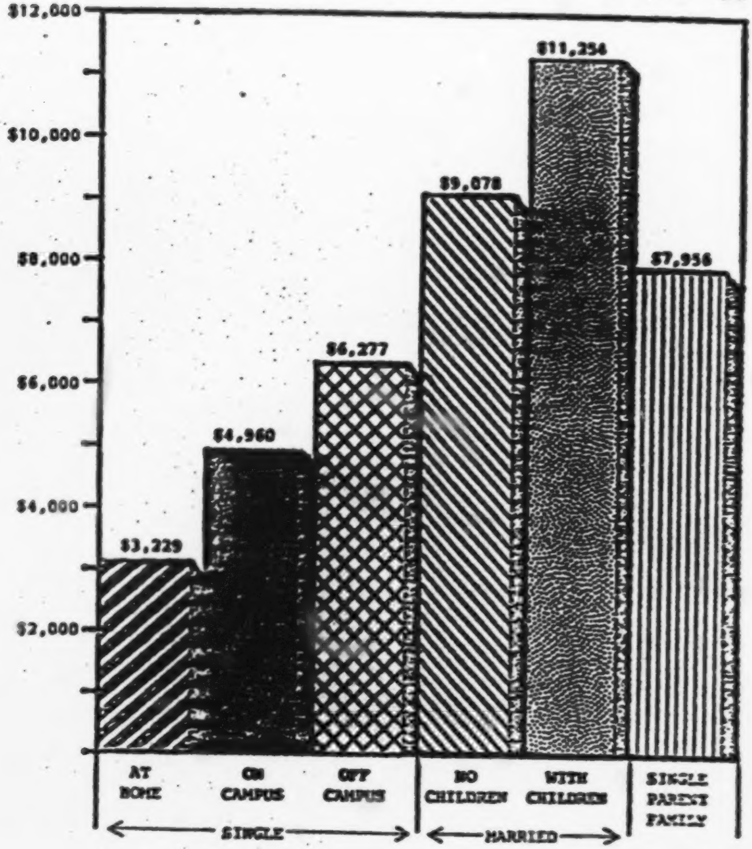
Based on this and CSU-specific data, preliminary estimates indicate that nearly 16,000 CSU students, or 18 percent of the students dependent on financial aid, would either be ineligible for Pell or GSL awards or would have serious reductions in aid resulting from the President's proposals. This could either force students to seriously cut back on their course loads as they find work to meet their educational expenses or completely drop out of school. This is only the rough estimate of the effect within the CSU system. I am certain that the cuts could have an even more dramatic effect when looking at all of higher education in this State.

In a time of peace, President Reagan has pitted defense interests against domestic interests. This is especially true if you look at the implications of the budget proposal on the California economy. What the President seems to have forgotten, though, is that a well educated citizenry is the best defense. If his proposals for student aid cuts are allowed to stand, a long-standing, deep commitment to a well-educated nation will have been reversed. That would be a serious mistake.

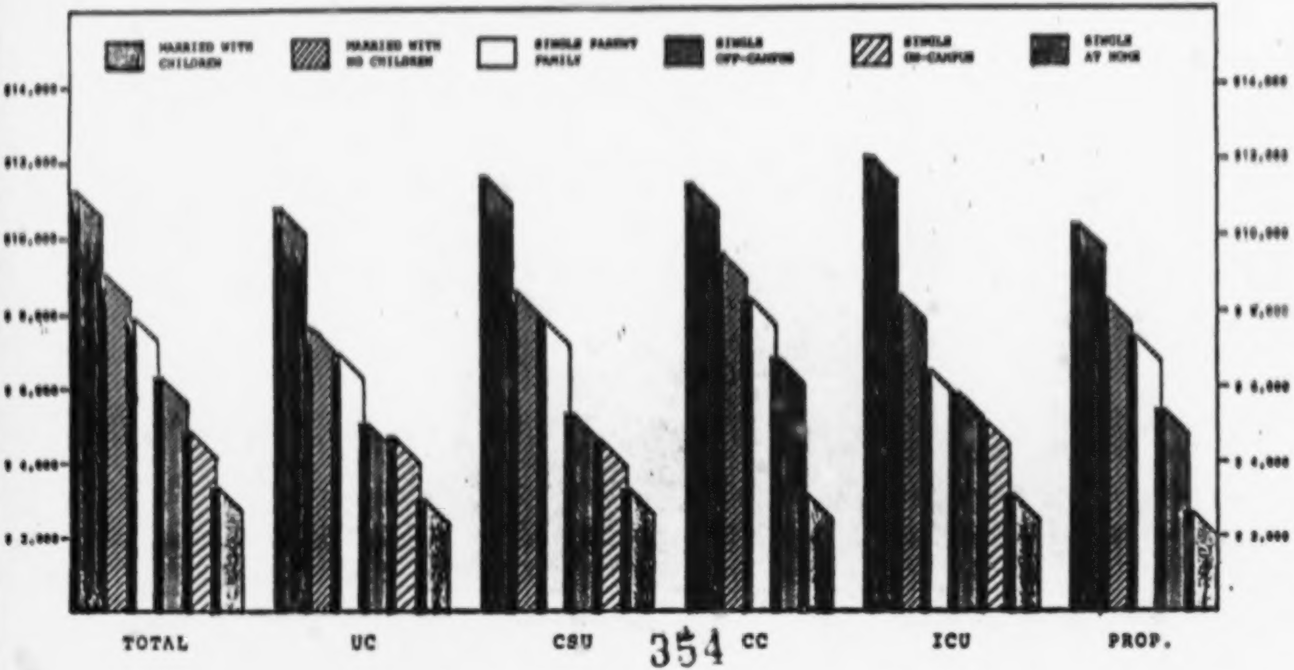
Thank you, and please let me know if I can be of further assistance.

#######

Comparison of Mean Total Expenses
Nine-Month Estimate, Excluding Tuition and Fees
Undergraduate Students, By Student Budget Type



Comparison of Mean Total Expenses
Nine-Month Estimate, Excluding Tuition and Fees
Undergraduate Students, by Student Budget Type and Segment



Distribution and Mean of Total Scholarships, Fellowships, and Grants by Segment
Undergraduate Students, Nine-Month Estimate

	Total	U.C.	CSU	C.C.	I.C.	Prop.
Nothing	78.8%	60.5%	73.7%	91.6%	39.0%	38.6%
Under $200	1.8	2.8	2.4	1.3	2.4	2.9
$ 200 to $ 499	2.9	3.5	5.0	2.1	2.8	2.8
$ 500 to $ 999	3.6	7.3	6.7	2.1	3.9	5.6
$1,000 to $1,999	5.4	10.9	6.6	1.9	9.1	24.5
$2,000 to $2,999	2.8	6.9	2.9	0.6	7.9	13.2
$3,000 to $3,999	2.2	4.3	1.8	0.3	12.1	7.8
$4,000 to $5,999	1.4	3.1	0.6	0.1	11.0	3.3
$6,000 to $7,999	0.7	0.5	0.2	0.0	7.6	0.7
$8,000 or More	0.4	0.2	0.1	0.0	4.2	0.6
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean Scholarships, Fellowships, and Grants						
Including zero responses	$ 422	$ 766	$ 358	$ 84	$2,260	$1,294
Excluding zero responses	$1,991	$1,939	$1,361	$1,000	$3,705	$2,107

Distribution and Mean of Current Year Loans by Segment
Undergraduate Students, Nine-Month Estimate

	Total	U.C.	CSU	C.C.	I.C.	Prop.
Nothing	72.1%	58.3%	66.6%	84.7%	39.9%	30.3%
Under $200	4.9	3.1	4.3	5.2	1.4	2.8
$ 200 to $ 499	3.0	3.6	4.8	2.3	1.4	4.7
$ 500 to $ 999	2.5	5.0	4.3	1.5	2.7	4.6
$1,000 to $1,999	4.6	10.2	5.7	1.8	11.5	12.9
$2,000 to $2,999	9.0	14.1	11.0	3.0	27.8	30.3
$3,000 to $3,999	2.0	3.5	1.7	0.6	7.0	7.9
$4,000 to $5,999	1.2	1.6	1.2	0.4	4.3	5.0
$6,000 to $7,999	0.3	0.2	0.1	0.2	1.7	0.8
$8,000 or More	0.4	0.4	0.3	0.3	2.3	0.7
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean Current Year Loans						
Including zero responses	$ 515	$ 811	$ 567	$ 208	$1,680	$1,650
Excluding zero responses	$1,846	$1,945	$1,699	$1,363	$2,795	$2,368

PREPARED STATEMENT OF CAROLE M. JAGUEZ, CALIFORNIA ASSOCIATION OF COMPENSATORY EDUCATION

The California Association of Compensatory Education (CACE), Region 5, consisting of members from the Los Angeles and Orange Counties and widely known throughout the State of California and the nation for its consistent support of quality educational programs for the educationally disadvantaged students is proud to offer this testimony of support for the strengthening of the new Chapter I Regulations. As the Honorable Chairperson, Mr. Hawkins, and distinguish colleagues are well aware, the implementation of the Chapter I legislation has progressed through a series of stages of increasing effectiveness since its inception in 1965. Thanks to the wisdom and foresight of this committee, Chapter I has been strengthen with each new reauthorization. It took approximately five years; but by 1970, partly as a result of the efforts of the NAACP (the Martin-McClure Report) and partly as a result of the work of Senator Robert Kennedy, Congressman Carl Perkins and others, there was a substantial improvement of the targeting of funds to the educationally disadvantaged children. By 1978 as a result of improved targeting of funds and to the promotion of successful educational practices, many Title I programs were able to overcome at least partially the declining relative performance of disadvantaged children. Now that the Chapter I Program is beginning to show promise for our disadvantaged youth it is not the time to yield to the skeptics, the naysayers, the proponents of self interest and the promoters of "safety nets" of various kinds which represent in the final analysis an abandonment of our country's traditional support for the needy. This is instead the time to stand up for the values that have made this country great.

We are asking that you promote greater parent participation in the schools by mandating parent advisory councils and by increasing the parents role in the development and implementation of the educational program. Parent participation and involvement in the educational process has been found to be one of the key elements of effective schools. This essential element is in danger of being erroded out of existence by the current practice of allowing but not mandating advisory councils. Please include in your new regulations language which mandates and not merely encourages advisory councils.

We are asking that you promote further research to identify educational practices which have been successful in promoting the academic achievement of educationally disadvantaged youth. The complexity of the problem of increasing academic achievement for the educationally disadvantaged youth should not deter us from searching for effective practices. We must not give in the number of educational heretics which state that we really do not know what works in education; that if we did know what works, we could not get our political leaders to implement it; and that if we did get our leaders to agree to it, we would still not be able to implement a successful education program. The future of a substantial number of underachieving students in our nation's schools depend on how well the new Chapter I regulations address the educational needs of our students. We are asking that the new Chapter I regulations contain three essential elements necessary for the successful implementation of educational programs: 1. Clear and consistent policy directives which guide the use of funds towards the entitled students; 2. Mandatory use of acceptable methods of verification that the education program is being implemented in a manner that is consistent with educational practices which have been found to be successful; and 3. Evaluations of programs which include by regulation the degree of implementation of the program and not merely a statement of results without a check on implementation.

BEST COPY AVAILABLE

LOS ANGELES NAACP
"Making The Difference In Our Community"

DR. H. CLAUDE HUDSON
Executive Board Member Emeritus
National Board Member

OFFICERS

JOHN T. McDONALD III
President

LARRY AUBRY
Vice President

ATTY. RAYMOND JOHNSON, JR.
Vice President

RALPH E. WRIGHT
Treasurer

PATRICIA WESTMORELAND
Secretary

EXECUTIVE COMMITTEE
KATHRYN ANDERSON
DAVID COTTON
EARL "Skip" COOPER II
WILLIAM DAILEY
CAROLYN WEBB De MACIAS
HENRY B. DOTSON
ATTY. JOSEPH DUFF
MYRLIE EVERS
National Board Member
RUFUS HIGHTOWER
CHARLES JACKSON
CARL JOHNSON
NORMA C. JOHNSON
RICHARD JONES
JOHN MANCE
National Board Member
JAMES McBETH
BEATRICE SHANKLIN
WILLA J. SHORT
GRACE TATE
DR. JAMES TATE

STANDING COMMITTEE CHAIRS
REV. RALPH CRABBE
ELAINE GRANT
ATTY. VERONIKA de CARUL HAYES
ALDRA HENRY
ALVIN HOLMAN
JOHN HOLOMAN
[illegible] HOWARD
MICHAEL JACKSON
RICHARD JONES
ATTY. MELANIE LOMAX
ATTY. GEORGE MALLORY
DR. CECIL "Chip" MURRAY
DOROTHY POSNICK
JOANN ROBERTSON
ATTY. DIANE SPENCER
LINDA STEWART
HERMAN THOMAS
DR. [illegible] TUCKER
MARK WHITLOCK II
JOAN J. WILLIS

YOUTH AND COLLEGE DIVISION
LISA GILBERT
President

TESTIMONY OF THE LOS ANGELES BRANCH NAACP BEFORE THE UNITED STATES HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR

February 16, 1985
Los Angeles, California

The NAACP recognizes the Federal Government's responsibilty and obligation to identify and define the national interest in education. In the past twenty years, progress in the exercise of that responsibility has been brought about by the enactment of significant public policy commitments:

- to implement the Supreme Court's decree to desegregate the schools of this nation;
- to improve the educational offerings of distressed school districts;
- to provide educational opportunity to handicapped, language minority, poor, disadvantaged and other special needs students; and,
- to promote the development and implementation of affirmative action plans in school systems.

2907 West Vernon Avenue • Los Angeles, California 90008 • (213) 296-2630

Even with these positive and, seemingly, ambitious efforts to bring national resources to bear, the federal thrust has been, at best, only a first step in needed national commitment to quality public education for all youth. Still, equity and quality gaps have widely persisted in the public school systems. These disparities have not yet been bridged and, thus, the goals of equity and educational excellence have not been fully realized by all of our nation's children.

At a time when a majority of the reports on education published in the last few years, explicitly call for a signifcant role for the Federal Government in support of education, the present administration wages an all-out war on every recommendation for federal action. These reports, including the President's National Commission on Excellence In Education report, **A Nation At Risk**, underscore the necessity for persistent, effective public policy and long-term commitment of commensurate resources. These are prerequisite to eradication of the vestiges of decades of educational inequality, inequity and mediocrity, which have stolen the birthright of so many of our citizens.

The U.S. Department of Education's 1983 commissioned study, **A Nation At Risk** recently recommended:

> The Federal Government, in cooperation with States and localities, should help meet the needs of key groups of students such as the gifted and talented, the socio-economically disadvantaged, minority

> and language minority students, and the handicapped. In combination, these groups include both national resources and the nation's youth who are most at risk.
>
> In addition, we believe the Federal Government's role includes several functions of national consequence that states and localities alone are unlikely to meet: protecting constitutional and civil rights for students and school personnel; collecting data, statistics and information about education generally; supporting curriculum improvement and research on teaching, learning, and the management of schools; supporting teacher training in areas of critical shortage or key national needs; and providing student financial assistance and research and graduate training. We believe the assistance of the federal government should be provided with a minimum of administrative burden and intrusiveness.

In spite of these and other commission recommendations, the Administration continues to politically and fiscally assault policies and programs formulated to assist "the nation's youth who are most at risk." Again, as in its first term, the Administration, through the budget-making power, is asking Congress to join in the assault by decimating basic commitments of the Federal Government.

Other recent reports, including Making the Grade, by the Twentieth Century Fund Task Force on Elementary and Secondary Education Policy, specifically recommended that special education programs for the poor and the handicapped continue to receive federal assistance and that categorical programs recquired by the federal government be paid from the federal treasury.@

There is nothing new about this concept. Historically, it has been the federal government's role to respond whenever the national interest is at risk. The enactment of legislation to address and remedy educational issues in the national interest has been the most usual and viable form of response. The 1862 Land Grant College Act, the National Defense Education Act of 1958, The Economic Opportunity and Civil Rights Act of 1964, the 1968 Bilingual Education Act and the 1975 Women's Educational Equity Act are but a few examples of legislative responsiveness to circumstances which impact education on a national basis . They provide access equal services and other opportunities for the poor, the handicapped, racial and ethnic minorities and women.

Policymakers, at many different levels, who talk of bringing reform and excellence to the nation's schools, have pointed to areas of education not likely to be funded by state and local governments due to a shortage of local financial resources. These areas include: educational research, special populations, student assistance, curriculum and teacher training in areas considered vital to the national interest, the arts and humanities, vocational education and other programs aimed at preparing people for employment.

In 1977, as a result of a special conference on the state of education for Black Americans, the NAACP declared that:@

> Our national crisis is that the educational system in this rich country is failing to educate our nation's children.
>
> Education for all of our children remains a primary goal for our society. Education remains the great equalizer for most Americans; it is the bridge to opportunity for decent jobs, for decent living conditions, to achieve and maintain our democratic traditions.

Now, in 1985, we are still sounding the alert. Instead of joining positive efforts to enact reforms that effectively improve the quality of education for all youth, we must fight off assaults that threaten to remove all of the progress made in the last twenty years. The so-called "New Beginning" is, in reality, no more than the "Old Ending," the clarion call to end the Second Reconstruction.

The Administration's proposed budget cuts in education, designed by the conservative Heritage Foundation and sharpened on the razor's edge of popular demagoguery of personal, class and racial avarice, are now before the Congress and are under the jurisdiction of the Education and Labor Committee. These are sought not just as one part of a quest to balance the national budget, but as the lead in the wholesale abandonment of past policies and a continuation of the decimation of affirmative steps taken by the federal government.

Support for continuing involvement in education is based upon the results of research data indicating the positive impact of federally funded programs.

Block Grants for Disadvantaged and the Handicapped

In August of 1984, the Library of Congress, through its Congressional Research Service, published a study on the impact of ESEA Chapter I funds on learning outcomes. This study points out that the pupils who take SAT tests are simply not the children who are the targets of and who benefit from the Chapter I programs. The study makes it clear that there has been a specific, definite, positive correlation between Chapter I ESEA and reading achievement on the part of those students in school districts receiving these funds.

Disadvantaged students, who are disproportionately black, and those [illegible] a [illegible] in [illegible] of [illegible]. The proposed freeze would negatively impact those students who need help the most.

These students have already felt the effects of an unofficial freeze. There was no Chapter I cost-of-living increase for 1984-85. This seriously impacted the instructional program, increased salary costs, and costs of materials, including books, has resulted in less materials, technology and equipment available for students. In addition, support services, such as pupil services and attendance and medical services would be severely affected by a freeze. Chapter I students are in greater need of such services and will be disproportionately affected by reductions in funding. A freeze on funds for disadvantaged students will negate a district's ability to effectively supplement teaching quality educational services to these students, who by definition are most in need of supplemental assistance.

Head Start

Among the recommendations made for educational reform by a national board of inquiry, headed by Harold Howe, former Commissioner of Education, and Marion Wright Edelman, President of the Childrens Defense Fund, are:

> [illegible]

With respect to pre-school programs that serve the economically disadvantaged, the board of inquiry points out that only eighteen percent of those children eligible are served. Funding levels for state kindergarten programs "are often minimal."

Recently released longitudinal studies of federally funded Head Start programs indicate that participants, compared to non-participants, are most likely to successfully complete high school, attend four year colleges and, ultimately, become a part of the nation's productive work-force.

Head Start is a federal commitment which has proven its worth. It should not be targeted for proposed cuts, but should receive increased commitment.

Department of Education

President Reagan initially pledged to eliminate the Department of Education. Later, he acknowledged a national crisis in public education and allowed the agency to continue through the first term. The crisis has not abated. A new Secretary has been confirmed, yet there is still no clear commitment to maintaining or strengthening the federal government's role in education through the leadership of that department.

Attack on Civil Rights Enforcement

Assault on budget support for civil rights enforcement must also be viewed in a context in which the Federal Administration has taken direct action, through its Justice Department and by all other means, to weaken the existing federal civil rights enforcement. In education, these include the unprecedented action to neuter the United States Civil Rights Commission and steps to overturn school desegregation efforts in Seattle, Los Angeles and, most recently, in Norfolk, Virginia.@

The Congress knows well of the Administration's attempt to reverse federal policy on tax exemptions to private schools and colleges in the Bob Jones University case. The administration recently urged the most limited enforcement interpretation of Title IX in the Grove City College Case. It is not actively supporting legislation to clarify the broader scope of that important law affecting education rights.

Administration attack on the Federal Government's support of affirmative action plans, voluntary, negotiated and mandated, has been unprecedented. Success in weakening federal enforcement efforts will certainly affect school district hiring and assignment practices. Weakening enforcement policy and budget support in federal agencies such as the Department of Education Office of Civil Rights, will [illegible] local agencies to lose their [illegible] of incentive to require effective affirmative employment practices in school districts.

We look to this Committee as one whose leadership should provide the means for reaffirming the federal government's commitment to quality, equitable education for all. It is within your purview, to reject the present affront to these goals, by placing education higher in the balance of national priorities.

Mere accolades of commendation to "exemplary schools" is not a sufficient method of supporting the priority for education. Effectiveness will not come about in an aura of program terminations, cuts, and freezes; but by enhancement of resources that will permit accomplishment of basic objectives. The assistance of the federal government is important for:

- effective enforcement of civil rights laws;
- support of equity and affirmative action plans;
- effective educational reform programs;
- effective plans to eliminate dropouts;
- elimination of widespread functional illiteracy; and,
- supplementation of state and local shortfalls.

This Committee must play a crucial role in proposing appropriate legislation and adequately supporting and enforcing existing, effective programs. It is a Congressional responsibility to reject any attempts, including the Administration's, to discriminately assault the Federal Government's comitment to equitable treatment for all members of our diverse population.

The NAACP, with other members of our community, is speaking out for the many who are striving for educational equity and quality, but who feel helpless and frustated, as they see the hope of 20 years rising expectations, crushed to the earth.

The NAACP will support your effort to bring about positive, effective and equitable solutions for the nation's educational and economic crises facing citizens, especially those who are most at risk. We must all join together and share the responsibility to insure that all of our youth receive an education second to none.

BIBLIOGRAPHY

Boyer, Ernest L., High School: A Report on Secondary Education in America, Carnegie Foundation, New York, 1983.

NAACP Special Contribution Fund, NAACP Report On Quality Education For Black Americans: An Imperative, New York, 1977.

National Commission on Excellence In Education, A Nation At Risk, Washington, D.C., 1983.

National Education Association, Thirty Years After Brown, Three Cities That Are Making Desegregation Work, Washington, D.C. 1984.

Twentieth Century Fund Task Force on Elementary and Secondary Education Policy, Making the Grade, (date).

U.S. Commission on Civil Rights, Racial Isolation in The Public Schools, Washington, 1967.

U.S. Commission on Civil Rights, Twenty Years After Brown, Washington, 1975.

STATEMENT OF COMMITTEE FOR EXCELLENCE AND EQUITY IN EDUCATION

THE PROBLEM:

BLACKS, MEXICAN AMERICAN AND AMERICAN INDIANS ARE SEVERELY UNDERREPRESENTED IN THE ENGINEERING AND COMPUTER SCIENCE PROFESSION.

As can be shown by the tables below, enrollment of Blacks, Hispanics and American Indians in schools of engineering have increased dramatically over the last 10 years.

However, it is clear that none of the three historically underrepresented groups have reached population parity in terms of percent of total engineering enrollments. That is Blacks were 14.1%, Hispanics 7.6% and American Indians 3.5% of the working population yet only 4%, 2.5% and 0.2% of the total undergraduate enrollment in engineering. This proportion has not significantly changed since 1981.

(BASED ON REPORTS OF THE ENGINEERING MANPOWER COMMISSION)

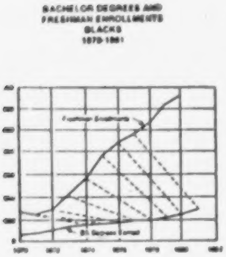


Figure 1.

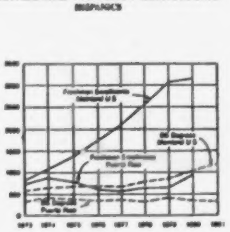


Figure 2.

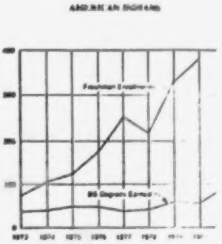
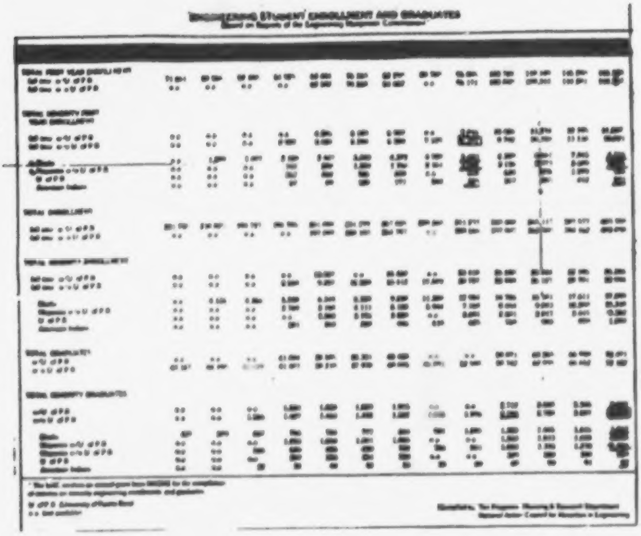


Figure 3.

The retention and graduation of minorities in the technical profession has been a painful slow process. As the figures above show, the graduation rate is far lower than the rate of enrollment. For example, it takes most engineering students 4.7 years to graduate, longer if a minority student, longer if a five year program is involved. Based on the chart below, 8,383 underrepresented minorities enrolled in the nation's school of engineering as freshmen in 1978. Five years later approximately 42% or 3,500 earned B.S. degrees. Clearly a retention problem exists. (Chart next page)

In California, where we produce 10% of the nation's engineers but use 20%, the last Engineering Manpower commission (EMC) reports indicate that in 1982-83 academic year, the western states produced 9,433 B.S. degrees in engineering, 467, (.05%) were underrepresented minorities. Given the demographics of the state this is an intolerable statistic.

BEST COPY AVAILABLE



THE SOLUTION

Federal Math/Science Bills (P.L. 98-377) should insure that block grants to states education agencies make clear mandate that monies go to engineering school to support, augment or enhance existing but underfunded Minority Engineering Programs.

PREPARED BY:

FOR COMMITTEE FOR EQUITY AND
EXCELLENCE IN EDUCATION 2/16/85

House Lab & Ed committee

ENRIQUE (RICK) AINSWORTH
DIRECTOR, MINORITY ENGINEERING PROGRAM

SCHOOL OF ENGINEERING AND COMPUTER SCIENCE
CALIFORNIA STATE UNIVERSITY, NORTHRIDGE
NORTHRIDGE, CALIFORNIA 91330

TELEPHONE
(818) 885-2181

BEST COPY AVAILABLE

PREPARED STATEMENT OF CARRIE HAYNES, MANAGEMENT CONSULTANT, COUNCIL OF BLACK ADMINISTRATORS

Just this month newspapers have blazoned with headlines proclaiming the Los Angeles Unified School "drop-out" rate at 42%. Less than a week later another news blast announced the high numbers of kindergarten and first grade students being failed and being retained in the primary classrooms in our city schools. Add to these recent revelations, made public, the high percentage of almost 50% among our Black youth who are among the functional illiterates out on our city's streets and we get a dismal picture of the deep trouble fermenting within our society and within too many of our city's schools. There is no disputing that too many of the teachers, particularly in the schools with a preponderance of Black students, are lacking in the competencies needed to teach our children so that little academic learning takes place as a result. Evidence points clearly also to a weakness in or a resignation from dynamic leadership among too many of the principals in these identifiable low-achieving schools. Our young children are leaving their homes coming to school with high anticipation to find themselves in an environment that says to them in a variety of ways "you are inferior - you can't learn." They become labelled as failures from the outset. And so they continue to present their bodies in classrooms where the law compels them to attend and where too many teachers count the average daily attendance while writing off the students so far as academic achievement is concerned. What a sad indictment on our total educational process this is.

This cancerous type predicament continues to grow as public awareness results in expressed alarm. Reaction from our state legislators and state school superintendent comes in packages of educational reform.

This focus on excellence provides more of the same, such as, added subjects, lengthening the school day, adding on days to the school year and other similar items, which serve to acerbate conditions for the low socio-economic minority students, and particularly those who are Black. We hear little of what can be done for students being denied an education in school now and what can be done to retrieve as large a portion as possible of those who have dropped out. We can turn this down-hill trend around if we really work at doing so.

Just take a look at industry, and almost all of the other professions. Growing numbers in these fields and professions are finding value in providing time for educational upgrading on company time. They can justify the funds being expended against the productivity and results being attained. For them accountability is an acceptable factor. Few, if any, of our school systems do this. We take for granted that teachers with years of experience know how to teach, even if their years in the classroom have produced little or no student progress. Often new teachers are singled out or given some special attention. Sometimes a buddy is provided or some superficial assistance is given to a new teacher to acquaint them with the facilities and the routine. Seldom is prolonged classroom management and teaching technique assistance maintained. Time is prime for even the limited superficial type staff development given, which often consists of an outside speaker who may inspire at the moment, but leave teachers cold so far as movement into action is concerned. Here, I must tell you that the only reason Grape Street Elementary School which was second lowest in test scores of any of the almost 600 schools in LAUSD in 1969, rose to grade level for almost all of its students in 1976, was because of an on-school-time quality staff development program. We were allowed to dismiss school one hour early each Wednesday. And, so, we used this one and one-half block of time to interact among ourselves. We worked in large groups and we worked in small groups. We assessed ourselves. We discussed our strengths and our weaknesses. We talked about our children. We discussed their strengths and their weaknesses. Together we set school goals. In small groups we set grade level goals. As individuals, we set goals on ways that each of us could help each child understand that he/she was accepted as is, was respected for his/her own worth, and that high but realistic expectations had been set for him/her to attain. We got to know and understand ourselves and the children with whom we interacted. As we began to think well of ourselves and comfortable in our roles this positive attitude was modelled and transferred to the students. Gradually, but substantially each gained an inner motivation and learning began to take place. Rewards were intrinsic. Success, which was recognized on a continuing basis, became its own reward. Quality time during the school day for on-going staff development paid high dividends for those attending Grape during those years. The process of working through people to get results can work in each classroom.

Until we can provide quality on-school-time for teachers to meet in small groups to discuss and plan meaningful ways of guiding our students to think well enough of themselves to want to learn and, plan meaningful curriculum relevant to the students and their lives, we will remain in the rut which we have continued digging for ourselves for over 20 years. We need federal, state and local legislation, along with board rules and guidelines which would allow for the revitalization of the educational process from within the educational profession by allowing the teachers to become involved enthusiastically in their own upgrading on school time. Attention must be given also to the principals who must provide the dynamic leadership necessary to involve the teaching staff in their own upgrading so that accountability for getting results in their classrooms becomes an accepted fact.

The time being proposed should take the form of at least five (5) school days prior to the opening of school, one (1) full day at the mid-semester and a two (2) hour period each week. Presently teachers in the Los Angeles Unified School District are summoned to arrive at school one day before the students arrive. This one pupil-free day is filled with meetings needed to disseminate information and schedules about the opening of school. Generally, the Superintendent televises a message which sets the tone for the year. There is little time left to get supplies, textbooks and set up a room so that the readiness could provide a warm welcome when the students arrive. Valuable teaching time is lost each year because inadequate time has been allotted for even the physical readiness. Unless a teacher is willing to give of his/her time voluntarily it is almost impossible to have plans developed and be ready to teach even during the first week and sometimes longer. Lack of planning and preparation cause too many new, inexperienced, and sometimes experienced teachers to lose control of their classes at the outset and continue to be maligned with discipline problems throughout the year.

If provisions were made for teachers to arrive five days early to sit together to set school goals, grade level goals and individual classroom and student goals, there would be purpose in their subsequent planning that would give meaning to their on-going program implementation. Personal involvement of each teacher planning a program for each child while holding the teacher accountable for getting positive results takes time. General guidelines for the way this time is spent must be developed so that it is a period of quality and it produces the readiness necessary for teachers to teach while motivating each student to learn. This is what we did at Grape Street. Each year our first priority was to budget Title I funds to pay teachers to come to work at school five days before the students appeared. The time was used productively. It paid off. A warm climate permeated the school. Students raised their scores. Quality on-school-time provided for staff development will produce positive results.

STATE MIGRANT PARENT ADVISORY COMMITTEE
721 Capitol Mall
Sacramento, CA 95814

February 10, 1986

Augustus Hawkins, Congressman

Honorable Congressman Hawkins;

On behalf of the State Migrant Parent Advisory Committee of California representing 130,000 students, we wish to submit this testamony for you to take into consideration regarding our great concern about the proposed reduction of funds of the Migrant Program.

Our position is that if this becomes a reality, it will be extremely determental to the educational process of migrant children of California and other states. When the migrant program began in 1965, 98% of the migrant students failed to complete high school. To date, because of the impact of the migrant program, the difference can be seen in the percentage of migrant students graduating from high school and entering post-secondary educational institutions. We now have migrant students enrolled in post-secondary institutions from local community colleges to universities such as Harvard, Stanford, UCLA, UC Santa Cruz, UC Davis and othe UC campuses. Reductions of any degree would revert back to the 1965 percentages.

Migrant are now, have been and always will be a necessary segment of our society, and due to their mobility, will always have a need for supplementary services.

Sincerely,

Jesus Quevedo

Jesus Quevedo,
on behalf of the
State Migrant Parent Advisory
Committee

California Association
of Compensatory Education
[illegible]

CACE BOARD OF DIRECTORS
[illegible]

Congressman Augustus Hawkins
Chairman of the House Education Labor Commission

Educational Issues, 2/16/85, Los Angeles

Dear Sir,

I'm writing on behalf of CACE (California Association of Compensatory Education). CACE is a non-profit organization who's primary focus is on Educational Programs (k 12) that assist Educationally disadvantaged youth. i.e. Chapter I Selected Students. We, also assist parents by organizing workshops throughout the state of Federal Law.

My main objective for writing you is to focus unprecedented attention on the responsibility of education agencies to meet the special needs of students -- such as disadvantaged, minorities, handicapped and ESL. It is our belief that our children are our main investment in our country's security. We must plan now to perserve these human resources by preparing them with the BEST quality education available.

Federal Education dollars have become critical to most local school systems. Understanding how these programs work -- how to translate legislative and bureaucratic will into edcational action -- is a task of enormous complexity, and you are the key to its successful achievement.

It's a big job, but you don't have to do it alone. Consider the network of support and expertise from organizations all over the country. We are but one, but we are sure there are many more. Please keep funds in the Department of Education budget and include those programs that promote and facilitate communication among federal education specialists throughout the nation. We need that assurance. Our children's education, on any grade level, is our most precious possession.

Respectfully,

[illegible]
CACE Legislative Chairperson

[illegible]

East Side Union
High School District

830 North Capitol Avenue [illegible] San Jose, California [illegible] [illegible]

February [illegible] 198[illegible]

Honorable Augustus F. Hawkins
House of Representatives
29th District
2371 Rayburn House Office Bldg.
Washington, DC 20515

Honorable Hawkins:

This letter is in response to the Office of Budget Management's proposal to eliminate funds for the Transition Program for Refugee Children and the Immigrant Impact Aid. As one of the largest high school districts in California, East Side Union High School District must vehemently protest this move. More than fifty per cent of our Limited-English-Proficient students are presently receiving direct supplementary assistance from these two programs -- assistance which is critical to their success in school. To contemplate eliminating or even cutting such drastically needed services demonstrates a blatant disregard for the linguistic, academic, and social well-being of thousands of students in our district alone.

Our most recent census count (1985) shows that Santa Clara County is now home to more than 75,000 refugees. Although an actual count of immigrants is not presently available, estimates of their number range from 80,000 to more than 200,000. East Side Union High School District serves more than forty-three per cent of the high school age children in these groups. At a time when California has put into effect more stringent graduation requirements, it seems unbelievable that the Office of Budget Management is advocating elimination of services which allow hundreds of thousands of refugees and immigrants to meet those requirements and to prepare themselves to become contributing and useful members of our American society.

We urge you to support continued funding for both the Transition Program for Refugee Children and Immigrant Impact Aid. Without these programs, impacted districts such as ours will find it impossible to provide refugee and immigrant children with the quality educational programs they need and deserve.

Thank you for your attention to our plea.

Sincerely,

[illegible]
Bilingual Education Administrator

[illegible]

BOARD OF TRUSTEES [illegible]

ORGANIZATION OF
[illegible]
MANAGEMENT
SERVICES, INC.

O H M S, Inc.

P.O. BOX 3051
[illegible]
[illegible]

16 February, 1988

Congressman Augustus F. Hawkins
Chairman, Education & Labor Committee
2371 Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Hawkins:

The enclosed materials describe the Diagnostic Testing Service and Preparation Classes that we offer in conjunction with the California Black Faculty and Staff Association (CBFSA), an organization of college and university professors and administrators throughout the state of California. These services are available to people in the community who must take the C-BEST Test (California Basic Educational Skills Test) in order to qualify for a California Teaching Credential.

Since the inception of our services, we have been gathering data from the test and from interviews which will demonstrate the impact of this test on the quality of public education. We would like very much to present this information to your committee at your next hearing. Please send any information that you will be distributing to the address below:

CBFSA & OHMS, Inc.
Post Office Box 3051
Los Angeles, CA 90051

Attn: Ms. Oaqwela Fowles

Thank you for this opportunity.

Respectfully,

O. Oaqwela Fowles,
Executive Director
OHMS, Inc.

J. Owens Smith, Ph.D.
President
CBFSA

1 - 1 - 1

PRESS RELEASE

C-Best Diagnostic Test

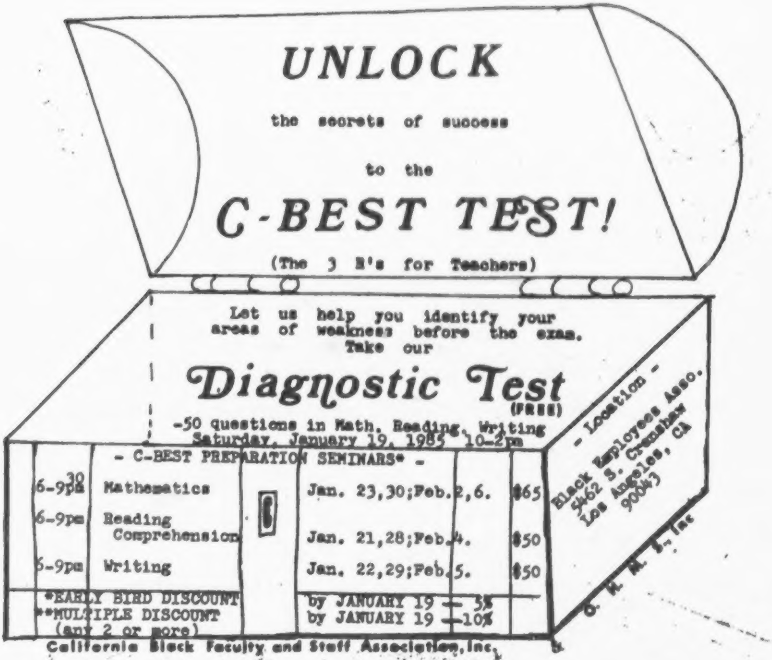
Good News for people taking the C-BEST Test! Results from the C-Best Diagnostic Test, conducted over a six-month period in 1984 by the California Black Faculty & Staff Association (CBFSA) and the Organization of Health and Management Services (OHMS, Inc.), clearly showed that students had not been taught the techniques of decoding the language of standardized tests. Professors J. Owens Smith and S. Omowale Fowles have developed a Decoding Formula by which students can learn to master the questions on the test. A large majority of those who have taken the preparation seminars reported that they either "passed the C-BEST" or "significantly improved their scores" as a result of learning to use these decoding techniques. Participants in the free Diagnostic Program were college students seeking California Teaching Credentials, certified teachers working on additional Administrative or Counselling Credentials, and former teachers or other professionals applying for full-time or substitute teaching positions.

Of the three areas examined by the C-BEST Test, Mathematics and Reading Comprehension have been the sections that have baffled most test-takers. The Formula is described simply as a process of analyzing word combinations, identifying and eliminating erroneous statements (Reading Comprehension) and as a process of defining terms, following directions and applying the appropriate steps (Mathematics). Analytical and procedural methods are combined to teach learners essay writing skills, a process of mental synthesis and verbal exposition.

When students enroll in the preparation classes, they are not only taught the logic of standardized testing, but they are also shown that the success of the Formula is directly related to 1) the number of weeks (three to four) that they receive instruction, and 2) the amount of time that they spend doing homework or studying. Dr. Smith, Professor at California State University, Fullerton and state President of CBFSA, has repeatedly instructed enrollees that they must study a minimum of two hours per day per subject if they want to achieve positive results on the test. "There is no one-day seminar that can pour into your mind the key to successful test-taking. You must do the work!" In a recent address to the Regional Black Studies Conference held at Loyola Marymount University, Ms. Fowles, a former Professor at California State University, Northridge and Executive Director of OHMS, Inc., re-iterated Dr. Smith's words when she said, "Practice makes perfect. The student's ability to translate the logic of Reading, the logic of Math, and the logic of Writing on a timed test comes from continual, consistent practice."

The Diagnostic Testing Program will continue at no charge to the public through 1985, beginning March 9, at the Black Employees' Association on Crenshaw in Los Angeles. CBFSA and OHMS appreciate the cooperation and support of the administrators and community leaders at Compton Unified School District, Phillip's Temple C.M.E. Church, Golden State Mutual Life Insurance Company, Central City Community Mental Health Center, Black Employees' Association, and the Omowale Malcolm X Cultural Center who graciously donated their facilities as test sites.

People interested in the Diagnostic Program must register no later than February 28th to reserve a space in the March-April series. For more information, call (213) 235-2877 in Los Angeles or (619) 563-0819 in San Diego.



UNLOCK

the secrets of success

to the

C-BEST TEST!

(The 3 R's for Teachers)

Let us help you identify your areas of weakness before the exam. Take our

Diagnostic Test

(FREE)

-50 questions in Math, Reading, Writing
Saturday, January 19, 1985 10-2pm

- C-BEST PREPARATION SEMINARS* -

6-9^{30}pm	Mathematics	Jan. 23,30;Feb.2,6.	$65
6-9pm	Reading Comprehension	Jan. 21,28;Feb.4.	$50
6-9pm	Writing	Jan. 22,29;Feb.5.	$50
	*EARLY BIRD DISCOUNT	by JANUARY 19 — 5%	
	**MULTIPLE DISCOUNT (any 2 or more)	by JANUARY 19 —10%	

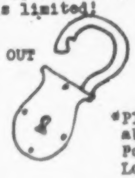
California Black Faculty and Staff Association, Inc.

- Location -
Black Employees Asso.
5462 S. Crenshaw
Los Angeles, CA
90043

O. H. M. S., Inc

Reserve your seat at the free Diagnostic Test in Los Angeles by calling Ms. O. Fowles at (213) 235-2877 before January 17, 1985. Space is limited!

DON'T BE LOCKED OUT OF A CAREER IN PUBLIC EDUCATION!



CALL TODAY!

*Please make check or money order payable to CALIFORNIA BLACK FACULTY ASSO.
Post Office Box 3051
Los Angeles, CA 90051

An educational service offered by CBFSA (Faculty Association) and OHMS, Inc.

Community Relations Conference
of Southern California

Promoting better human relations through inter-group cooperation for more than 35 years

TESTIMONY TO HOUSE COMMITTEE ON EDUCATION AND LABOR
AUGUSTUS F. HAWKINS, CHAIRMAN

MARCH 12, 1985

The Community Relations Conference of Southern California is pleased to have played a helping role in developing outreach for testimony to your Committee on reactions to President Reagan's budget proposals for education. It is most important that legislators receive and use local reqponses and ideas when it comes to development of educational programming in the young people of our country.

We commend you for this effort, but the Education Committee of the CRCSC also wants to express to you our disquietude at the Congressional Committee's failure to include grass roots witnesses at the February 16, 1985 hearing. The persons who are closest to the delivery of education at the local school site should have had direct access to your Committee with their perceptions and analyses. Written testimony is not as likely to come from the grass roots students who are the consumers and users; from the grass roots parents who are the adults who entrust their children to the schools; or from the grass roots community people who rely on the schools to educate the future citizens who will enrich the social and economic fabric of all our lives.

Next time, please do arrange your schedule of witnesses so you will have time to hear from these folks and to accord them the same respect and dignified attention given to public officials, professional educators and organization leaders.

Having made this commentary, the CRCSC Education Committee has some testimony of its own to submit to you.

PRESIDENT
Zana Buggs Taylor
VICE PRESIDENTS
Edna Farley
Lionel Martinez
Max Mont
Horace Williams
Toshiko Yoshida
SECRETARY
Lenore Dowling
TREASURER
Fred Mautner
•
EXECUTIVE DIRECTOR
Dr. Julian J. Keiser
PROGRAM FACILITATOR
Pat Benson Duldulao
•
BOARD OF DIRECTORS
Ken Adams
Les Birdsall
Ellen Blackman
Marcella Brown
Roslyn Cooperman
Fernando Del Rio
Marjorie Green
Lucien Haas
Jerry Freedman Habush
Robert Johnson
Robert Jones
David Macpherson
Gary Massoni
Robert Reynolds
Avis Ridley-Thomas
Dora (Mitzi) Rodriguez
Kate Stern
Ruth Sugerman
Wilson Valley

BOARD MEMBERS FOR LIFE
Joseph Roos
George Thomas

PAST PRESIDENTS
Rev. Daniel Romero
Dr. J. Irwin Trotter
Dorothy Schloss
David Ochoa
Henry Talbert
Richard A. Giesberg
Bramlee Haydon
Bishop Melvin Wheatley
David Ziskind
Bill Stout
Mrs. Ruth Kodani
David D. MacFarlane
Joseph D. Shane
Dr. Georgiana Hardy
Dan A. West
Edward Walsh Mehren
Hon. Kenneth Hahn
Dr. W. Henry Cooke

4034 Buckingham Road, Suite 212 • Los Angeles, Ca. 90008-2398 • (213) 295-2607

We wish to go on record in support of the following concepts and programs for inclusion in the federal budget and educational planning processes:

1. EFFECTIVE SCHOOLS PHILOSOPHY - PLUS
2. MULTICULTURAL EDUCATION
3. BILINGUAL EDUCATION
4. EQUITY AND NON-DISCRIMINATORY PRACTICES
5. EARLY CHILDHOOD EDUCATION AND DROPOUT PREVENTION
6. ACCESS TO HIGHER EDUCATION
7. TEACHING AS AN HONORABLE PROFESSION

Allow us to present brief, substantive explanations of each of the above-mentioned subjects.

1. EFFECTIVE SCHOOLS PHILOSOPHY - PLUS

The CRCSC Education Committee is already on record as supporting the structural components of "effective Schools' as prescribed by the late Dr. Ron Edmonds. We even offered two conferences to inform and train parents on the importance of such effective schools elements as administrative leadership, discipline, clear definition of goals, etc. But as a committee we see the need to include parents wherever possible, as well as community support groups, and to deal with some of the issues on our list, (i.e., multicultural and bilingual education; equity; access to higher education, etc.). Therefore, when introducing federal legislation embodying the principles of the Effective Schools philosophy, please expand the proposal to include those factors which also enhance the quality of education and don't just settle for minimums of excellence.

2. MULTICULTURAL EDUCATION

Multicultural education must be infused into all eduacational planning and budgeting considerations. The richness of this country's heritage and its contributions to world progress is derived from the multiple cultures of our people - indigenous and immigrant. To maintain the value of that diversity, education must dignify, respect and promote the contributions and resources of the different ethnic and cultural groups of our society. In so doing, human relations will improve and peaceful communal living will be ensured. Federal budget and planning must include this multicultural concept.

3. BILINGUAL EDUCATION

Bilingual Education must also be a significant component of the educational program included in the Federal budget. Children are entitled to maintain and use their native language as a special enriching gift, especially it it affords them the opportunity to be versed in other languages. We include the proper development of English oral and written skills in bilingual education, as well as skills in other languages. Students should never be made to feel ashamed of their native tongue and it should be used freely to assist student learning of curricula content until fluency levels are reached in the dominant language, English. A true bilingual program, if designed and implemented properly, with trained bilingual teachers in the classroom, can only enhance America's role in a shrinking world community. We all need to be able to communicate with each other. To that end, bilingual education has to be a goal set by the Federal government so that local schools will get the message and act accordingly.

4. EQUITY AND NON-DISCRIMINATORY PRACTICES

Issues of equity must be defined and met on the basis of federally established standards and federally supported programs. Only then can we eliminate the harms of discrimination, bigotry, unequal treatment and unequal access to excellence. Congressional action is still needed to insist that Title IX, Title VII and the Fourteenth Amendment are all to be implemented. The needs of the handicapped, the gifted, the women, the different racial and ethnic groups, the less affluent socio-economic groups - all these needs have to be met and there must be a Federal voice that will truly remind the local school people of their responsibilities here, to be sure support matches individual needs.

5. EARLY CHILDHOOD EDUCATION AND DROPOUT PREVENTION

Early childhood education programs go along with dropout prevention programs because both will help keep children in school, experiencing success rather than the hurt of failure. The CRCSC Education Committee sees the great American experiment to educate all our people in a free public school system as a unique contribution we make to the world.

5. EARLY CHILDHOOD EDUCATION AND DROPOUT PREVENTION (cont'd)
We need to prove "education for all" can be done, and the existence of a high dropout rate will diminish our chances for success. We will fail if we don't start with the very young pre-schoolers in proven, successful progrems. Then, we have to continue action throughout elementary and secondary schools to prevent the terrible dropout numbers we currently face. This means teachers trained to diagnose and predict learning problems, and/or behavior problems. It means a focus on reading skills, using creative programs such as peer and cross-age tutoring, volunteer programs to aid in the classroom, partnerships with businesses, textbook and learning materials to stimulate and encourage student acheivement; non-graded classrooms to encourage students to keep trying, rather than "holding back" or "retaining" students. So much can be done to enable our students to stay in school and not be dropouts, that the Federal government has to be sure to encourage these programs and their implementation at the local level, and surely, funding has to accompany policy. Only by solving the dropout problem can the United States prove to the world that universal free public school education is successful.

6. ACCESS TO HIGHER EDUCATION

Access to higher education requires a K-12 program that prepares students to continue on with their education. Financial aid is a concomitant to accessibility. Any reductions in student loan programs or grant programs can be the finale for many trying to go on in school. Lowering the level of family income to qualify for loans or grants is a potential problem not just for middle class families, but will be a disaster for those families with several students of college age. Our best defense is our educated society, so it is most urgent that the federal budget and program maintain student aid levels.

7. TEACHING AS AN HONORABLE PROFESSION
This is truly a concept that needs federal governmental support and encouragement. The disrepute into which teaching has fallen foretells a critical shortage in the near future. Not only must teacher training institutions update their training programs to meet the changing school needs that teachers will have to face, but local

educational agencies will have to develop a financial pay scale that will attract and retain qualified teachers, and communities will have to reflect back to teachers a basic respect for the job they are doing. The Federal government must put forth a national statement that will encourage teachers and teacher training institutions - a national boost to teaching programs; a student loan forgiveness program based on years spent teaching; "teacher corps" programs revised and promoted to attract talented people into areas difficult to staff; a federal "PR" program in praise of teaching and a federal funding program to enhance teacher salary schedules and to improve working conditions.

In summary, we suggest it is the federal government that has responsibility to set national standards for a quality education. History shows us that we cannot allow each state and district freedom to do its own thing in education. We need federal groundrules to determine how "local control" can then function to meet its own needs within that context of established standards. This is the basis of federalism, our system of government that has worked for over two hundred years now. We urge Congress to reject the message of President Reagan's proposed budget for education and counter with a support program of its own that will guarantee the future of this country and its young people, because it guarantees everyone a fine education!

Respectfully submitted,

Roslyn Cooperman
Education Committee Chair

pbd